



# Public Role and Engagement in Counterterrorism Efforts: Implications of Israeli Practices for the U.S.

## FINAL REPORT

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## **HOMELAND SECURITY INSTITUTE**

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HSI's mission is to assist the Secretary of Homeland Security, the Under Secretary for Science and Technology, and the Department of Homeland Security (DHS) operating elements in addressing national policy and security issues where scientific, technical, and analytical expertise is required. HSI also consults with other government agencies, nongovernmental organizations, institutions of higher education, and nonprofit organizations.

HSI delivers independent and objective analyses and advice to support policy development, decision making, alternative approaches, and new ideas on significant issues.

HSI's research is undertaken by mutual consent with DHS and is organized by Tasks in the annual HSI Research Plan. This report presents the results of research and analysis conducted under

### **Analytic Task 08-22 Underlying Reasons for Successful and Unsuccessful Terrorist Attacks**

Of HSI's Fiscal Year 2008 Research Plan. The purpose of the task is to identify successful Israeli practices which have been used to foster and leverage a resilient and capable public to deter and defeat terrorist attacks. These practices may be useful in providing guidance for enhancement of public role and engagement in counterterrorism efforts by the United States.

The results presented in this report do not necessarily reflect official DHS opinion or policy.



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# **PUBLIC ROLE AND ENGAGEMENT IN COUNTERTERRORISM EFFORTS: IMPLICATIONS OF ISRAELI PRACTICES FOR THE U.S.**

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## EXECUTIVE SUMMARY

Many terrorism experts agree that the major objective of terrorist operations is to create an atmosphere of extreme fear and paralysis among the public. The public will then pressure the government to make policy changes in order to avoid future terrorist attacks, a result that terrorists may not be able to achieve on their own. Efforts that educate the public on terrorism and initiatives that strengthen the physical and psychological resilience of citizens may deprive terrorists of this potential weapon. Effective engagement and mobilization of the public in support of counterterrorism policies is critical for the success of counterterrorism efforts in two respects: first, proper education and awareness on the terrorist threat prepares the public for a terror-related disaster, rendering citizens able and willing partners in responding to the respective crises; second, a resilient public can resist the psychological and other potential disabling impact of a terrorist attack on a society, which deprives terrorists of an important weapon.

The Risk Sciences Branch, Special Programs Division of the U.S. Department of Homeland Security's (DHS) Science and Technology (S&T) Directorate is interested in understanding the underlying reasons that are associated with successful and unsuccessful terrorist attacks, and particularly identifying those factors that can be leveraged to counter terrorist organizations. Through two previous studies, the Homeland Security Institute (HSI) has assisted the S&T Directorate in that endeavor. This study constitutes the third phase of this effort. HSI was tasked with examining Israel as a case study of successful counterterrorism practices in order to identify why Israeli security forces seem to be so successful in thwarting terrorist attacks, both before and during execution.

Counterterrorism efforts in Israel, defined here as "operations that include the *offensive* measures taken to prevent, deter, preempt, and respond to terrorism [emphasis added]," were reviewed to gain better understanding of the Israeli approach, its components and guiding principles. Our initial research suggested that strong public resilience and engagement in counterterrorism efforts are key factors contributing to the success of Israeli counterterrorism practices. Although Israeli success in motivating public mobilization in support of counterterrorism efforts is widely acknowledged by many practitioners of homeland security/counterterrorism, the methods by which Israeli authorities achieve such high levels of public engagement are not readily understood or discussed. Therefore, our subsequent research has focused on the significance and role of the public in counterterrorism practices.

This study examines the Israeli approach to public engagement in counterterrorism efforts and points to some of the practices which have been successfully used by Israel to foster and leverage a resilient and capable public to deter and defeat terrorist attacks. These practices may be useful in providing guidance for enhancement of counterterrorism efforts by the United States. It is important to note, however, that Israel and the United States are fundamentally different societies having different traditions and facing different threat levels. This may impact the applicability of specific Israeli practices to the U.S. socio-cultural, political and legal landscape. Our process for assessing applicability focused on identifying high level, practical recommendations. A more rigorous methodological approach was beyond the scope of this effort.



## **Objectives**

The success or failure of terrorist attacks depends on a complex and nonlinear interplay of different factors. Counterterrorism policies and their effectiveness in deterring such attacks are only one of the possible factors contributing to this equation. A complete assessment of all the factors that impact the success of counterterrorism efforts is beyond the scope of any single study. Based on our initial investigation, this study focused, instead, on an identified key factor in effective counterterrorism practices— the role and significance of public participation. Accordingly, the objectives of this study included the following:

- Identify the successful Israeli practices in public participation in counterterrorism policies.
- Explore the specific ways and means through which Israeli authorities facilitate and motivate the public for effective engagement in counterterrorism policies.
- Determine some of the inherent differences between the two countries that may impact applicability of the Israeli practices to the U.S. operational context.
- Assess what types of activities DHS and other government agencies and stakeholders of homeland security could take to inspire and facilitate greater public participation in counterterrorism efforts in the United States.

## **Key Findings**

The key findings of this study are as follows:

- The initial literature review revealed that the public plays a significant role in the success of Israeli counterterrorism efforts. The level of public understanding of the terrorist threat and readiness for terror-induced emergencies is such that Israeli public has an impressive ability to bounce back from frequent terrorist attacks. Israeli government pursues a comprehensive and diverse program to bolster a strong public resilience and utilizes it as a deliberate counterterrorism tool.
- The Israeli government appears to pursue a fourfold strategy to inspire effective public participation in counterterrorism efforts. First, a comprehensive and extensive public education and awareness program on terrorism ensures public understanding of the threat, its serious consequences, and the need for readiness and response skills. Second, the public is educated on how to handle and report suspicious activity, persons, and vehicles. Third, the public is treated as the true first responders and its ability to effectively handle emergencies is regularly tested through periodic training and drills. Fourth, the Israeli government's risk communications with the public on terrorism-related issues are balanced, precise and honest. They also reflect adequate differentiation in the messaging in accordance with the audience and intent.
- The primary source interviews in the United States and Israel highlighted some of the main differences in approach to the issue and at the same time pointed to areas for possible improvement in the United States.

Some of the specific key observations about the Israeli and U.S. approach to public role and engagement in counterterrorism are as follows:

***In Israel***

- The public is treated as a key partner in counterterrorism.
- Both the public and government agree on a high level of public responsibility for personal safety and national security.
- The public is interested and motivated to assume its responsibility in counterterrorism issues.
- The level of public participation in counterterrorism efforts and readiness programs for terrorism-related emergencies is high. This is likely to be the result of the high threat level and strong national consensus on public preparedness.
- The government programs and messaging are centralized, highly coordinated, and consistent.
- The government organizes and funds extensive, diverse, and ubiquitous programs that provide the public with appropriate information and education to facilitate its active role in counterterrorism.
- The Israeli government enjoys a high level of public trust and credibility on terrorism-related issues.

***In the United States***

- Within the official paradigm of homeland security, terrorism is subsumed under an “all-hazards” approach.
- Both the public and the government perceive counterterrorism primarily to be the responsibility of the government.
- In official emergency management and security/counterterrorism programs, the term “the public” appears to be frequently understood to mean only uniformed /official first responders. Thus, large parts of the public at large are excluded.
- The level of public participation in counterterrorism efforts and readiness programs for catastrophic incidents—both natural and manmade, including terrorism-related emergencies—is low.
- The current public apathy may be a result of the lack of effective/adequate programs for greater citizen involvement in counterterrorism practices.
- The number of and funding for effective programs for public education and training on terrorism-related issues is limited and reflects a lack of prioritization at the national level.
- Even though there are examples of good practices in the field at the state and local level, there is little awareness of these efforts at the federal level. Moreover, these efforts are disjointed, inconsistent, and lack federal-level coordination and mandate.

## **The Way Forward: Recommendations**

Taking into consideration the similarities and differences in the social and cultural dynamics, governance and legal systems as well as the threat environment of Israel and the United States, we carefully analyzed the above findings for practical recommendations that could inform and enhance the respective practices of the United States. As indicated previously, our intent is that the United States should learn from the effectiveness of Israeli practices and the methods used to achieve that effectiveness but should not indiscriminately copy them. In all cases, effective practices should be adapted to U.S. needs, fully cognizant of unique U.S. socio-cultural perspectives and political/legal constraints.

Some of our key recommendations include:

- DHS needs to champion greater understanding, in both the general public and within those responsible for homeland security, of the public's unique role in ensuring its own safety and homeland security. Emergency authorities, in particular, need to change their perceptions of the public from seeing them as victims to considering them as partners and force multipliers.
- As a way to reinforce this understanding, DHS needs to support programs that inform, educate, train, and prepare the public to take a role in ensuring its own safety and security.
- Despite its benefits, the current all-hazards approach has an unintended consequence—terrorism-specific preparedness issues are not adequately understood and addressed. There is need for more systematic and comprehensive terrorism awareness and education programs in the United States that can highlight terrorism-specific risks and coping strategies.
- Given the perception that the terrorist threat to the United States is non-immediate, the government will need to work creatively to overcome public apathy, and must increase preparedness for disasters in general and terrorism-related emergencies in particular.
- To mount an effective counterterrorism strategy, DHS and other federal agencies involved in homeland security issues need to improve information sharing internally and better coordinate their risk communications with the public.
- Providing the public, particularly the more youthful segments of the population, with terrorism-related information, education, and training may prove useful in facilitating and maintaining public resilience as a long-term counterterrorism strategy.

## INTRODUCTION

When a terrorist attack takes place, the broadcasted footage of the incident brings the images of fatalities and injuries as well as the grief of those directly affected into our living rooms. Viewers' biggest fear appears to be the possibility that the next time a terrorist attack targets a mass gathering place, they may be at one of those public sites—walking, sightseeing, or working. One thing ordinary citizens often miss is the fact that for terrorist organizations the *direct damage*, that is, loss of life, injury, and property damage, is the least ambitious of their objectives.<sup>1</sup> Indeed, the strategic objective behind such militant acts is something that is much more complicated, and could ensure returns for a long time to come.

Actual loss of human life and injuries caused by terrorism amount to only a small share of death and injury caused by other factors such as traffic accidents, natural disasters, diseases, and wars.<sup>2</sup> The psychological impact of terrorist attacks, on the other hand, often outweighs the impact of material damage and bodily harm caused by such incidents.<sup>3</sup> The *indirect damage* of terrorism is “not under the control of terrorists; [rather] it is mediated through the minds of citizens.”<sup>4</sup> Random terror attacks on civilians, experts agree, may create a level of fear and anxiety that is grossly disproportionate to the actual risk posed by terrorism.<sup>5</sup>

According to Boaz Ganor, the director of the *International Institute for Counterterrorism* (ICT) in Israel, the cognitive amplification of the threat, in turn, can cause a diminished sense of security, poor morale, and reduced confidence in the ability of citizens to survive and take care of themselves and their families in the case of an actual attack. This sense of fear and helplessness is apparently substantiated as citizens begin questioning their government's capability to provide protection from terrorist attacks.<sup>6</sup> As a result, the

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<sup>1</sup> For concepts of direct and indirect damages, see Gerd Gigerenzer, “Out of the Frying Pan into the Fire: Behavioral Reactions to Terrorist Attacks,” *Risk Analysis*, vol. 26, no. 2 (2006), p. 347.

<sup>2</sup> According to Bruce Hoffman, a professor in the Security Studies program of Georgetown University and a well known terrorism expert, while traffic accidents kill 43,000 people per year, 17,000 per year are murdered. See Siobhan Gorman, “Fear Factor: Beyond a Panic Driven Approach to Homeland Security,” *National Journal*, May 16, 2003, <<http://www.govexec.com/dailyfed/0503/051603nj1.htm>>.

<sup>3</sup> Boaz Ganor, “Israel's Counterterrorism Policy: 1983-1999 Efficacy versus Liberal Democratic Values,” 2002, <<http://www.ict.org.il/Articles/tabid/66/Articleid/85/currentpage/20/Default.aspx>>.

<sup>4</sup> Gigerenzer, p. 347.

<sup>5</sup> Boaz Ganor, “Terror as a Strategy of Psychological Warfare,” July 15, 2002, <<http://212.150.54.123/articles/articleid=443>>.

<sup>6</sup> This issue was raised in an HSI's *Pilot Study: Psychological Impacts of a Terrorist Attack on a National Icon* (March 31, 2008). One possible psychological impact identified was a decrease in the public confidence for government after a terrorist attack. Even in cases where a large scale and dramatic attack leads to an initial “rally effect,” that is, a show of patriotic support for

public start to change their routine course of life, adopt new ways of doing things, and decide on when and where to go based not on their desires and needs, but on their sense of safety.<sup>7</sup> Eventually, they change the way they view and assess their priorities.

Taken at an aggregate level, such an adverse public reaction can generate something that terrorist organizations themselves cannot. This complex psychological process becomes an enabling tool for terrorist groups to manipulate the public into helping deliver their strategic goals.<sup>8</sup> In democratic societies, the public is vested with veto powers, affecting (directly or indirectly) the outcomes of political processes. Policy makers who do not meet voter expectations are either forced out of office in the next election cycle or are forced to resign due to dramatic loss of public confidence reflected through large-scale demonstrations, unfavorable opinion polls, or referendum outcomes. Terrorist organizations take these democratic processes into account when they plan their attacks. They recognize that if their attacks cause large-scale mobilization of the public to put pressure on their governments to change policies or positions, they could indeed enjoy agenda-setting powers over a democratic society.<sup>9</sup> In sum, terrorism is a form of psychological warfare with the ultimate goal of terrorizing an audience to an extent that some form of behavioral change is the result.<sup>10</sup>

This process is further facilitated by the current age of mass communications and unprecedented improvements in communications technology. Mass media, with its conventional and unconventional means of communication, not only amplify the impact and message of terrorist organizations, but also convey them to larger audiences than ever before.<sup>11</sup> In the age of mass communications, media often becomes “the first responder to

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government, such initial trust and support is likely to fade in the long run revealing the detrimental effects of dissent.

<sup>7</sup> A study conducted on behavioral reactions of Americans to the terrorist attacks on September 11, 2001 found evidence that 9/11 attacks generated a secondary death toll via increased road fatalities as a result of more Americans traveling via interstate highways. See Gerd Gigerenzer, “Out of the Frying Pan into the Fire: Behavioral Reactions to Terrorist Attacks,” *Risk Analysis*, vol. 26, no. 2 (2006).

<sup>8</sup> Boaz Ganor, “Terror as a Strategy of Psychological Warfare”; Yael Pries-Shimshi, “Creating a Citizenry Prepared for Terrorism: Education, Media, and Public Awareness,” International Institute for Counter-Terrorism, June 1, 2005  
<<http://www.ict.org.il/Articles/tabid/66/Articlsid/184/currentpage/13/Default.aspx>>.

<sup>9</sup> A telling example of this process was seen in the case of Spain in 2004. Madrid train bombings by Al-Qaeda appeared to have succeeded in bringing about a change in not only some of Spain’s policies on Iraq War, but even a change of government. The subsequent loss of public confidence in Jose Maria Aznar resulted in Jose Luis Rodriguez Zapatero’s victory in the general elections shortly after the incident.

<sup>10</sup> Paul Wilkinson, *Terrorism and the Liberal State* (New York City: NYU Press, 1986); Robert D. Hanser, “Psychological Warfare and Terrorism,” Undated,  
<<http://www.picj.org/docs/issue3/Psychological%20Warfare%20and%20Terrorism.pdf>>.

<sup>11</sup> Yael Pries-Shimshi, “Creating a Citizenry Prepared for Terrorism.”

a terrorist attack.”<sup>12</sup> TV channels broadcast footage of terror attacks over and over again, interviewing the victims or their relatives, thus sensationalizing the incident. The internet has become a major platform for militant propaganda as various (almost always unregulated) websites broadcast videos produced by professional media arms of militant movements or interviews of key militant communicators. Democratic societies have limited tools to control the publicity that the terror organizations and their attacks receive from media. As a result, citizens of democratic countries are more vulnerable to the psychological impact of terrorism. The freedoms offered in such political systems allow terrorists to manipulate the public in a way that contributes to the realization of terrorists’ long-term objectives.

Ganor assesses the link between psychological ramifications of terrorism and ways to counter this threat as follows:

Since terrorism is strategically designed to erode public morale, and since it is the injury to public morale that presents the strategic danger on a national level, counter terrorism strategies must address the psychological factor as well ... Effective counterterrorism warfare should strengthen the people’s endurance, counterbalance terrorists’ manipulation of public opinion, [and] reduce the level of fear and anxiety.<sup>13</sup>

If a terrorist organization believes that their attack on a particular society is not likely to create mass chaos and fear, and a subsequent unraveling of the values and worldviews of the community to an extent that it damages the bond between a government and its public, it may have less reason to waste its resources on such an attack. In such a case, major terrorist incentive—the indirect damage—is lost. In cases where terrorist groups insist on pursuing their goals through violent means, the citizens who are immunized against the psychological influence of terrorist attacks have a greater ability to resist such manipulation. Consequently, “[the indirect damage] could in principle be prevented, once individuals and institutions realize that terrorists target minds as well as bodies.”<sup>14</sup>

Counterterrorism efforts, defined as “operations that include the *offensive* measures taken to prevent, deter, preempt, and respond to terrorism [emphasis added],” are enhanced by including a component to offset the psychological impact of terrorism.<sup>15</sup> Adequately

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<sup>12</sup> Eric Herren, “Tools for Countering Future Terrorism,” International Institute for Counter-Terrorism, 2005, <<http://www.ict.org.il/Articles/tabid/66/Articlsid/196/currentpage/10/Default.aspx>>.

<sup>13</sup> Boaz Ganor, “Israel’s Counterterrorism Policy,” 2002.

<sup>14</sup> Gigerenzer, p. 347.

<sup>15</sup> *DOD Dictionary of Military and Associated Terms*, Joint publication 1-02, April 12, 2001, as amended through October 17, 2008, <[http://www.dtic.mil/doctrine/jel/new\\_pubs/jp1\\_02.pdf](http://www.dtic.mil/doctrine/jel/new_pubs/jp1_02.pdf)>. According to the same source, antiterrorism, on the other hand, refers to “*defensive* measures used to reduce the vulnerability of individuals and property to terrorist acts, to include limited response and containment by local military and civilian forces” [emphasis added]. It is important to note that not only the borders of counterterrorism and antiterrorism are often blurred (hence

informing and preparing the public for the terrorist threat is essential to maximize not only the public's confidence in its own ability to weather a crisis, but also its ability to understand psychological manipulations of the terrorists and to counter such manipulations by controlling their reactions to terrorist incidents.<sup>16</sup> In other words, strengthening public resilience should be a key goal in any counterterrorism strategy that aims to deter terrorist attacks and to minimize the traumatic impact on the public in the event that an attack does happen.

## **Public Resilience**

What is resilience? How can we facilitate greater public resilience in the face of terrorist attacks? The American Psychological Association Task Force on Resilience in Response to Terrorism (APA-TFRRT) describes personal/societal resilience as follows:

[T]he process and outcome of successfully adapting to difficult or challenging life experiences, especially highly stressful or traumatic events ... Resilience is an interactive product of beliefs, attitudes, approaches, behaviors, and, perhaps, physiology that help people fare better during adversity and recover more quickly following it. Resilient people bend rather than break during stressful conditions, and they return to their previous level of psychological and social functioning (some may even thrive) following misfortune. Being resilient does not mean that life's major hardships are not difficult and upsetting. Instead, it means that these events, though difficult and upsetting, are ultimately surmountable.<sup>17</sup>

Resilience is a multi-dimensional and complex concept. An individual's resilience is a function of the interplay of several factors, such as an individual's sense of optimism, self-efficacy, mastery, coherence, social ties to an immediate community, and an effective application of coping strategies.<sup>18</sup> There is also an aspect of resilience that is critical for its development: one's active participation and role in proper handling of the trauma. This is related to developing a sense of ownership in the solution of the problem. Thus, the presence of official emergency response plans and procedures and effective handling of crises situations by government personnel alone does not ensure public

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the interchangeable use of the two sometimes), but also that the Israeli approach to tackle terrorism combines the two. For example, the integrated Israeli approach to public education and awareness programs include both general public education and awareness on terrorism and specific education campaigns designed in response to particular attacks. Similarly, public is a significant part of the efforts to intercept terrorist operations.

<sup>16</sup> Boaz Ganor, "Terror as a Strategy of Psychological Warfare."

<sup>17</sup> American Psychological Association, Task Force on Resilience in Response to Terrorism, "Fostering Resilience in Response to Terrorism: A Fact Sheet for Psychologists Working with Adults," Undated Fact Sheet, <<http://www.apa.org/psychologists/pdfs/adults.pdf>>.

<sup>18</sup> Michael T. Kindt, "Building Population Resilience to Terror Attacks: Unlearned Lessons from Military and Civilian Experience," *Counter Proliferation Papers*, Future Warfare Series, no. 36, USAF Counter Proliferation Center, November 2006, <<http://www.au.af.mil/au/awc/awcgate/cpc-pubs/kindt.pdf>>.



resilience.<sup>19</sup> The direct experience of the public in successfully handling terrorism-related incidents is critical in developing resilience in response to this threat.

APA-TFRRT emphasizes that “resources and skills associated with more positive adaptation to stressors can be cultivated and practiced.”<sup>20</sup> Depending on the specific crisis situation that a community faces on a routine basis, deliberate programs can and will improve the resilience level of a community and its members by introducing response skills, strategies, and ways to cope with that crisis. This will improve the capacity to return to the normal course of life with minimal physical damage, psychological trauma, and disruption to daily life. Governments can facilitate public learning on resilience by investing in diverse programs to empower the citizens in different ways with knowledge and tools to become active agents of defense against various natural and man-made hazards. Direct public participation and representation in official mechanisms where emergency-related decisions are made and programs are initiated can also allow the public to develop a sense of ownership of the problem as well as the solution.<sup>21</sup> Hence, strong public engagement in civil defense may be the most effective antidote to terrorism’s negative impact on the public morale and resilience. Appropriate programs and initiatives that promote greater public involvement in civil defense can serve as a deliberate counterterrorism tool.

HSI has conducted a series of studies intended to identify the reasons why some planned terrorist attacks succeed while others fail; and specifically, to identify those factors which may be leveraged to induce failure by terrorist organizations. These studies have been conducted, as part of the Comparative Studies Program, at the request of the Risk Sciences Branch, Special Programs Division of the DHS S&T Directorate.<sup>22</sup> After the

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<sup>19</sup> Kindt, “Building Population Resilience to Terror Attacks.”

<sup>20</sup> APA, “Fostering Resilience in Response to Terrorism.”

<sup>21</sup> For importance of public’s investment in emergency preparedness efforts to develop resilience see Monica Schoch-Spana, “Editorial: Community Resilience for Catastrophic Health Events,” *Biosecurity and Bioterrorism: Biodefense Strategy, Practice, and Science*, vol. 6, no. 2 (2008); Monica Shoch-Spana et al., “Community Resilience Roundtable on the Implementation of Homeland Security Presidential Directive 21 (HSPD-21)” *Biosecurity and Bioterrorism: Biodefense Strategy, Practice, and Science*, vol. 6, no. 3 (2008), p. 272. The same point was made by Amanda Ripley, formerly a reporter for *Time* Magazine, both in her book, *The Unthinkable: Who Survives When Disaster Strikes – and Why* (New York: Crown Publishers, 2008), and during a seminar appearance at Homeland Security Policy Institute of George Washington University, “Citizen Preparedness: Harnessing an Engaged Public” (January 30, 2009). It is often pointed out that involving the public in a two-way dialogue with crisis managers will also increase the public’s role and intellectual investment in emergency preparedness practices. See Monica Shoch-Spana, “Rational Homeland Security: Lowering Obstacles and Creating Economic & Socially Sensible Policies,” Center for Biosecurity, <[http://www.upmc-biosecurity.org/website/resources/hearings/content/Hearings\\_2007/20070919-rationalhomelandsecurity.pdf](http://www.upmc-biosecurity.org/website/resources/hearings/content/Hearings_2007/20070919-rationalhomelandsecurity.pdf)>

<sup>22</sup> The first study was entitled *Underlying Reasons for Successful and Unsuccessful Terrorist Attacks against the U.S. Homeland and Selected U.S. Interests Abroad*. The study catalogued over 600 attacks in the U.S. and 1,500 attacks against U.S. interests abroad, and performed

second study was completed, the DHS/S&T sponsor asked HSI to examine the counterterrorism methods and practices used in Israel, discerning how these practices have enabled the Israeli authorities to thwart terrorist attacks. This study is the third in this series and reviews Israel as a case study to better understand factors contributing to successful counterterrorism efforts in deterring terrorist attacks in general, and in minimizing the impact of those attacks which do happen. Early in this study, the significance of public engagement to execute effective counterterrorism practices became particularly evident. Accordingly, this report focuses on the Israeli approach to the public's role and engagement in counterterrorism efforts, and points to some of the practices which Israeli authorities have used successfully to leverage a resilient and capable public to deter and defeat terrorist attacks. These practices may then be useful in providing guidance for improvement of counterterrorism efforts in the United States.

## **Objectives**

Success or failure of terrorist attacks depends on a complex and nonlinear interplay of different factors. How well the government executes its counterterrorism policies and whether they deter or defeat attacks is one factor. A complete assessment of all the factors that impact the success of counterterrorism efforts is beyond the scope of any single study. This study was tasked with examining Israel as a case study of successful counterterrorism practices in order to identify why Israeli security forces seem to have greater success in thwarting terrorist attacks, both before and during execution. Subsequent to our initial research, it was determined that strong public resilience and engagement in counterterrorism efforts were key factors contributing to the success of Israeli counterterrorism practices.

Although Israeli success in motivating public mobilization in support of counterterrorism efforts is widely acknowledged by many practitioners of homeland security and counterterrorism, the methods by which Israeli authorities achieve such high levels of public engagement are not readily understood or discussed.

Accordingly, the objectives of this study included the following:

- Identify the successful Israeli practices in public participation in counterterrorism policies.
- Explore the specific ways and means through which Israeli authorities inspire and motivate the public for effective engagement in counterterrorism policies.
- Determine some of the inherent differences between the two countries that may impact applicability of these practices to the U.S. operational context.

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preliminary analysis of the factors leading to their success or failure. At the request of the sponsor, HSI took a different approach for the follow-up study, *Underlying Reasons for Success and Failure of Terrorist Attacks: Selected Case Studies*. First, HSI expanded the focus including attacks that did not target the U.S. or its interests; second, HSI only considered attacks since the early 1990s. Most significantly, we shifted our analytic approach from a preliminary analysis of a broad spectrum of attacks to a detailed and focused examination of a small number of informative case studies.

- Assess whether and what types of activities DHS and other government agencies and stakeholders of homeland security could take to inspire and facilitate greater public participation in counterterrorism efforts in the United States.

## **Methodology**

The HSI team conducted three phases of research for this study. The first phase consisted of a general review of the literature on Israeli counterterrorism efforts to understand the general threat environment in Israel, the Israeli state structure and the key actors in counterterrorism efforts, different components of Israeli counterterrorism strategy, and an assessment of success of the Israeli counterterrorism efforts. This phase of research was necessary to develop a familiarity with Israeli practices and gather insights into the public's role in counterterrorism practices.

During the second phase, for analytic as well as practical reasons, we explored the larger theme of public engagement and participation through four core issue-areas: public education and awareness on terrorism; public participation in suspicious activity reporting; public participation in emergency readiness training and drills; and government communications with the public on terrorism-related issues. From our research, we identified the key players in the Israeli government as well as subject matter experts in the private sector. Several interviews were conducted with these stakeholders to better understand the successful Israeli practices in the field and the methods they use to achieve that level of success.

In the third phase, we researched U.S. practices to better understand the U.S. operational context and interviewed key stakeholders to include a number of key players in DHS, other federal entities involved in homeland security and state and local law enforcement.

At the conclusion of each section, and then gathered at the end of this report, are our recommendations. They were derived under the assumption that the Israelis, who have had more exposure to terrorism than the U.S., may have some successful practices from which we can learn. We are mindful, however, of differences in the operating environments between Israel and the U.S. and we explicitly note those differences throughout this document. The recommendations rely upon a comparative method that contrasts the approaches and practices of the two countries in relation to the issue of public engagement in counterterrorism efforts.

## **Scope and Limitations**

Experts and students of counterterrorism agree that the public plays a key role in Israeli counterterrorism practices, functioning as one of the government's major strengths in detecting, foiling, and addressing terrorist plots. For this reason, Israel offers an opportunity for a fruitful case study that promises insights into understanding how public participation can be leveraged for effective and efficient counterterrorism practices. Research shows that a properly educated, trained, and informed public can be enlisted as a reliable partner in civil defense against terrorism-related and other emergencies, contributing to the establishment and strengthening of public resilience.

The theme of public engagement in counterterrorism measures offers what HSI considers to be one of the most innovative aspects of the Israeli experience, and which has great applicability to the U.S. context.

### ***Limitations***

Although this effort brings to the fore several of the successful Israeli counterterrorism practices, limitations of this research should be acknowledged and include:

- **Limitations of the successful Israeli practices due to contextual differences.** Israel has a long history of dealing with terrorism from which to draw lessons, and much experience in thwarting attacks in all stages of the attack path. However, there are substantial differences between Israel and the U.S. and the operational environments in which they are embedded. Chief among these are the size of the country and population; public perceptions of government credibility, and responsibility for public safety and civil defense; socio-cultural values and constraints; and the nature and focus of counterterrorism policies. Most importantly, however, the nature and the level of the terrorist threat facing the two countries are fundamentally different. Appendix 1 presents these major differences in a table.

Some of these differences may raise questions over whether the Israeli lessons learned can really be transferred to the United States. For example, the high threat level is the greatest motivator driving the public to assume personal responsibility for personal safety and homeland security in Israel. Similarly, some of the Israeli practices in the suspicious activity reporting field may not be appropriate in the U.S. due to strong civil liberties and privacy concerns.

Nevertheless, there is value in understanding the practices being used by other countries and assessing whether they could be adopted effectively, in some manner, here in the United States. A rigorous methodology to exhaustively examine all the differences between the two countries or to assess the possible impact of these differences on the transferability of specific Israeli practices to the United States was beyond the scope of this study. As we evaluated the applicability of Israeli practices to the U.S. at a high level, we focused on measures that were innovative and effective and:

- Had the potential to impact U.S. practices in areas in which significant efforts were also being concentrated
- Were *generally* applicable to the U.S. socio-political, cultural and legal landscape

We would not recommend a wholesale replication of Israeli practices in the United States. Some of the practices that appear to be successful and effective in Israeli context may not be so in the U.S., others could be but with some form of modification. The reader should keep the aforementioned differences in mind while reviewing this study.

- **Limitations of a snapshot of currently successful Israeli practices.** This study explores some of the successful Israeli practices in the realm of public participation in counterterrorism based on a review of current or near past practices. By definition,

the nature and the level of terrorist threat are dynamic. The threat constantly evolves through information updating by both sides involved—terrorists and those who are engaged in countering terrorism. By providing a snapshot of current Israeli practices, this research is limited in its ability to shed light on the evolution of public participation and engagement in counterterrorism efforts over time and whether and how public may have responded to changing circumstances of the terrorist threat as well as the tactics and methods used by the counterterrorism officials. Furthermore, even though a nonlinear relationship between different variables that impact the success of the public's involvement in counterterrorism efforts is suspected, this study has limited potential to pinpoint such links and the precise nature and direction of the relationships.

- **Limited data collected.** Our study provides an inventory of the initiatives/ programs/campaigns and the practices that are being currently used in Israel and the United States to facilitate public engagement. However, this research is not meant to provide a comprehensive and exhaustive overview of all the activities that Israeli and U.S. authorities engage in for this purpose.
  - It should be noted that the findings presented here reflect the information that was available from public domain sources and was gathered through the interviews with selected figures in Israel and the United States. As such, it falls short of covering the universe of relevant data.
  - Due to the specific legal and political implications of the federal structure in the United States, some of the compelling practices to inspire public involvement in counterterrorism efforts take place at the state and local level. However, a review of such efforts across the 50 states and various localities in the U.S. would have required more time and resources than was allotted for this study. Therefore, this study is confined to a review of primarily federal-level efforts and practices with the understanding that efforts at the state and local level, as effective as they may or may not be, cannot be representative of the significance and priority attached to the issue at the national level.

## **Report Overview**

The primary and secondary source research that was conducted for the purposes of this study led to the analyses and findings which are presented here in the following five principal sections:

- **Section I: Public Education and Awareness on Terrorism** explains the significance of the issue for broader public engagement in counterterrorism efforts. It reviews the key programs and initiatives in Israel along with the specific means of government approach to the issue. This section also reviews primarily federal efforts in the U.S.
- **Section II: Public Participation in Suspicious Activity Reporting** explores the importance of a partnership between the public and law enforcement in deterring and foiling terrorist attacks. This section identifies successful Israeli practices, including effective awareness campaigns and information sharing procedures that allow various agencies to work together to detect suspicious activity, persons, and vehicles.

Similarly, this section reviews relatively novel measures in the United States to enlist the public help on detecting and reporting suspicious activity.

- **Section III: Public Participation in Emergency Readiness & Preparedness Trainings/Drills** highlights the critical precedent that such drills set for gaining personal confidence and developing coping skills for handling actual emergencies. This section explores the Israeli approach to readiness exercises as well as the state of such training in the United States.
- **Section IV: Government Communications with the Public on Terrorism-related Issues** brings to the fore the critical role that the risk communications play in promoting public resilience before and during emergencies. This section explores the nature and success of the Israeli approach to risk communications with the public and compares it to risk communications in the U.S.
- **Section V: Conclusion** offers an account of themes and patterns that we identified in previous sections with respect to how Israel and the United States approach the issue of public engagement in counterterrorism practices. This section proposes a list of recommendations for the U.S. homeland security community based on successful Israeli practices presented.

## **SECTION I: PUBLIC EDUCATION AND AWARENESS ON TERRORISM**

Engaging the public effectively in counterterrorism efforts requires, first and foremost, a proper understanding by the public of their role in ensuring their own safety and security. Promoting awareness of terrorist threats is critical to inspire, motivate and mobilize the public to take the necessary precautions to be ready to ensure the safety of themselves and their family. The successful management of emergency situations requires not only competent emergency response personnel and prudent and effective emergency plans by the local/state/federal government, but also a public that is equipped and empowered with knowledge and information.

Recent findings in disaster psychology research point to a common misconception about public reactions to disasters, namely, that the public panics and becomes helpless during emergencies. Research showed, instead, that “in conditions of grave danger, creative coping is the norm and panic is the exception.”<sup>23</sup> As such, proper education of the public on the possible range of hazards and the ways to prepare for the related emergencies can leverage this innate spirit and tendency. If the public is educated on proper response skills and is convinced that the measures they take in preparation will increase the odds of their survival and successfully coping with a catastrophic event, they are more likely to internalize personal preparedness as a necessity.

The following sections provide a review of the Israeli and U.S. approaches, respectively, to public education and awareness on terrorism. Details of the specific initiatives that promote public education and awareness are also elaborated. Research findings presented here, however, are not exhaustive; rather they highlight some of the successful practices and most noted programs. Based on these research findings and observations, recommendations for enhancement of the U.S. efforts are also noted at the end of this section.

### **Public Education and Awareness on Terrorism in Israel**

Every Israeli citizen is used to living his/her life in the shadow of terrorism starting from an early age. Not only is understanding and living with terrorism a part of daily life in Israel, but so too is an awareness that individuals are the primary target of terrorist attacks. Thus, part of the success in public understanding of and preparation for the threat of terrorism is due to the fact that it comes naturally to Israeli citizens. However, comprehensive and diverse programs organized and designed by the Israeli authorities

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<sup>23</sup> Monica Schoch-Spana, “Public Response to Extreme Events-Top 5 Disaster Myths” Center for Biosecurity of University of Pittsburgh Medical Center, 2005, <<http://www.rff.org/rff/Events/loader.cfm?url=/commonspot/security/getfile.cfm&PageID=20180>>. Also see Monica Schoch-Spana, “Editorial: Community Resilience for Catastrophic Health Events,” *Biosecurity and Bioterrorism: Biodefense Strategy, Practice, and Science*, vol. 6, no. 2, 2008.



also play a role in turning this heightened level of understanding into an effective counterterrorism tool.

The Israeli government emphasizes that terrorism is a form of psychological warfare and stresses the need to neutralize the psychological impact of terrorism in order to maximize the public's resilience against this threat. This vision is reflected in the two principal goals of the Israeli counterterrorism policy: "to prevent terrorists from influencing the national agenda and to preserve the psychological resilience of the civilian population."<sup>24</sup> According to Israeli authorities, these two interlinked goals are best served by a citizenry that is empowered by knowledge and information against the traumatizing impact of the terrorist threat and the psychological warfare tactics utilized by terrorist groups. To this effect, the government runs comprehensive and diverse public education and awareness campaigns. These programs are utilized as a deliberate counterterrorism tool in Israel.

The Israeli authorities recognize that the best way to strengthen psychological resilience of the civilian population is to reduce the public's fear of terrorism. Educational programs on the nature of the threat and ways of coping with it bolster public morale and strengthen confidence in the citizenry's ability to survive and its ability to help others in weathering crisis situations. Since, in the words of the former IDF spokesperson General Ruth Yaron, "the fear of the unknown is what frightens the public,"<sup>25</sup> sufficient knowledge is the most effective tool to empower public against the threat of terrorism.

Educating the public about terrorism is also essential for the public to be able to place terrorism in its proper context *vis-à-vis* other threats to personal safety and homeland security. In other words, educational campaigns fight the demoralizing effects of terrorism by minimizing irrational fear and "taking the terror out of terrorism."<sup>26</sup> Referring to this necessity, a scholar at *International Institute for Counterterrorism* in Herzliya Israel (ICT) comments:

The public must understand that terrorism is psychological warfare, and that their steadfastness is the key to winning the battle. Modern terrorist strategy places the civilians on the front of the war against terror—armed forces may do a great job, but if the public is afraid of terrorism, we can win the battle but lose the war.<sup>27</sup>

Programs that educate children as early as kindergarten are run by Israeli authorities as a way to cultivate citizenry who are less fearful in relation to terror-related emergencies.

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<sup>24</sup> Jonathan B. Tucker, "Strategies for Countering Terrorism: Lessons from the Israeli Experience," March 2003, <<http://www.homelandsecurity.org/journal/Articles/tucker-israel.html>>.

<sup>25</sup> Latest civil defense news from Israel News Agency, "Israeli Public-The most Protected in the World," February 12, 2003, <<http://www.israelnewsagency.com/israelwarcivildefense.html>>.

<sup>26</sup> Annemarie Conroy, "What is going to Move the Needle on Citizen Preparedness? Can America Create a Culture of Preparedness?" Master's Thesis, Monterey, California: Naval Postgraduate School, March 2008.

<sup>27</sup> Yael Pries-Shimshi, "Creating a Citizenry Prepared for Terrorism."

Various programs and initiatives emphasize informing and educating children about terrorism and addressing their needs and concerns. Education programs that are integral to official school curriculums serve as a major venue for public education campaigns and the broader counterterrorism strategy of the state of Israel.

Israeli authorities also emphasize educating the public on the very logic of terrorism. Citizens who are equipped with knowledge on the nature and processes of psychological warfare are likely to be more resistant to terrorist manipulations of their morale and priorities in their everyday lives. According to Israeli authorities, providing as much information to citizens as reasonably possible strengthens the citizenry's trust and confidence in their government and its abilities to defeat the threat. Citizens who trust their government are less likely to question their government's policies or its ability to provide protection against terrorism—a condition that is necessary for citizens not to sacrifice their values for more security.

Moreover, the Israeli government stresses that public education serves a practical purpose. In Israeli society and culture, there is a “civic duty” aspect to readiness and preparedness efforts. The individual citizen accepts personal responsibility for knowing the threat and learning about how to behave to improve their prospects for personal and family survival. Preparedness, for Israeli society, is not solely a government duty and, in turn, individual citizens are not helpless victims for Israeli authorities to deal with emergency situations. It is, indeed, a joint responsibility whereby government provides proper education to inform its citizens about the threat and survival tactics while the citizens assume responsibility to operationalize a national culture of preparedness as an able and willing partner in emergencies. Critical to the success of this approach is the fact that both the Israeli citizens and the government agree not only on what the public's role is in ensuring national readiness, but also on a relatively high level of expectations of the public.

Dr. Boaz Ganor, the director of the ICT, sums up the Israeli approach to public education as follows:

The most important facet of Israel's psychological counterterrorist warfare is public education that changes people's attitude towards terrorism, reduces the levels of irrational anxiety and boosts public morale and the sense of personal security in the face of the terrorist threat. Good public education would prevent the country's routine from being disrupted and would reduce the impact that terrorism has on political views and thus on political processes.<sup>28</sup>

The Home Front Command (HFC) of the Israeli Defense Forces (IDF), the Israeli National Police (INP), the Ministry of Education (MoE) and organizations in the private sector, like the Institute for Counter Terrorism (ICT), all play an important role in education of the public. Following is a review of the key initiatives and programs in Israel.

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<sup>28</sup> Boaz Ganor, “Israel's CT Policy, 1983-1999: Efficacy versus Liberal Democratic Values,” 2002 <<http://www.ict.org.il/apage/printv/5543.php>>.

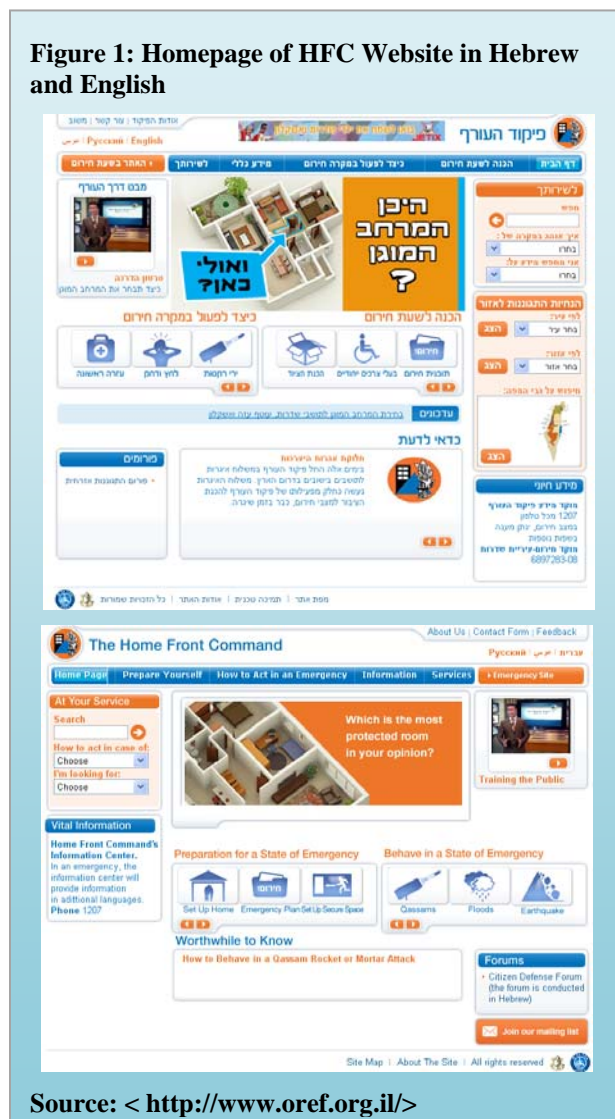
## Programs and Campaigns administered by HFC

The principal venue for Israeli public education programs on terrorism are initiatives organized by the HFC. The HFC is formally vested with the responsibility for informing, educating and training the public on civil defense and emergency preparedness matters both during normal times and during terror emergencies. Through various initiatives, HFC conducts outreach to the public to inform and educate them about terrorism and other threats and how to increase their readiness to cope with related emergency situations. HFC's General Threat Awareness Campaigns (GTACs) are carried out through the following programs and initiatives:

### General Threat Awareness Campaigns (GTACs) by the Home Front Command

#### Home Front Command Website

Figure 1: Homepage of HFC Website in Hebrew and English



Source: < <http://www.ofef.org.il/>>

The HFC website serves as a major source of information for the Israeli public (Figure 1). This website offers both information on pre-emergency preparations and instructions on how to behave during and after emergencies. It covers general educational information for every possible threat situation, including missile and rocket fire, rocket and mortar attack, terrorist attack, earthquake, fire, flood, and hazardous material leak. Under each theme, subheadings of “the danger,” “how to prepare,” “how to identify [that threat],” and “how to behave” provide the public with the detailed information necessary for an understanding of the threat and coping skills needed to survive. The extent of the precision and comprehensiveness of the information offered is evident from the specific instructions with which public is provided based on different scenarios concerning their location during an emergency (for example, in a building, outside, or in a vehicle).

In addition, the HFC website also provides detailed information on specific elements of public preparedness, such as family emergency planning, emergency supplies, and

identifying and preparing a secure space. Instructional videos accompany the information, visualizing steps involved in preparedness activities.

The HFC website places emergency situations in a context that is informed by psychological, sociological and practical facts to persuade visitors that their preparedness can save their lives, and why that preparedness is better done now than later. Positive outcomes of emergency plans and other aspects of readiness are emphasized.

Family dynamics are also considered. The website encourages families to hold a “family talk” on emergencies and offers specific instructions and guidance on how to arrange one. The site claims that such talks are helpful to inform family members about possible threats, the necessity of preparedness, and specific measures that the family will take in such a way to “turn the participants’ attention to the preparation and not to the emergency.”<sup>29</sup> Instructions suggest that families integrate children into family emergency preparedness activities by assigning them age-appropriate responsibilities. The goal is strengthening resilience as much as increasing chances of survival:

If we give the children additional clearly defined tasks and teach them relevant skills, we will increase their efficiency which will, in turn boost their emotional resiliency.<sup>30</sup>

In line with the attention given to children, HFC has published a specific website for children.<sup>31</sup> On this website, HFC offers information on “what is a state of emergency” in order to increase children’s sense of security by empowering them with knowledge. The site states:

[Emergency] situations produce fear, tension and confusion, and present people with problems and difficulties they do not usually face in their everyday lives. But – That’s exactly what we have set up this site for ... Knowledge is power! The more you know, the better you will be able to cope with different emergency situations, and even to help other people!<sup>32</sup>

Children are also informed about the different reactions animals have in situations of emergency in what appears to be an effort to give them a sense that they are not alone in feeling scared and nervous.

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<sup>29</sup> Home Front Command, “Preparing the Family,” <<http://www.oref.org.il/376-1376-en/PAKAR.aspx>>.

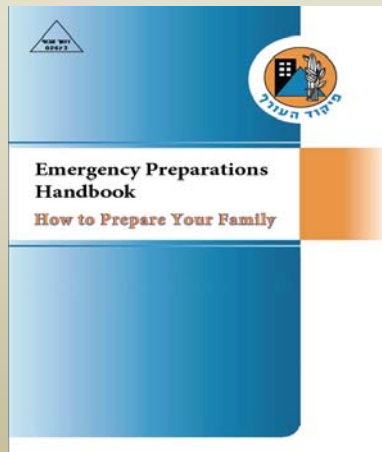
<sup>30</sup> Home Front Command, “Family Emergency Plan,” <<http://www.oref.org.il/367-929-en/PAKAR.aspx>>.

<sup>31</sup> Home Front Command, “The Children’s Site,” <<http://www1.idf.il/oref/site/en/oref.asp?pi=20135>>. This website appeared to be off line at the time of this research. For the information gathered from a cached version, see <<http://74.125.45.132/search?q=cache:3bf7pbhVfrsJ:www1.idf.il/oref/site/en/oref.asp%3Fpi%3D20135+homefront+command+children&hl=en&ct=clnk&cd=13&gl=us>>.

<sup>32</sup> Home Front Command, “The Children’s Site.”

## General Educational Booklets/Pamphlets by Home Front Command

**Figure 2: Current Preparedness Booklet by HFC**



**Source:**

<[http://www.oref.org.il/sip\\_storage/FILES/1/711.pdf](http://www.oref.org.il/sip_storage/FILES/1/711.pdf)>

The HFC also educates public through booklets and pamphlets. It periodically updates its published booklets as threats evolve. Booklets are offered both online and in hard copy. HFC personnel disseminate such booklets at significant events or gathering places. In certain cases, booklets are mailed to every household in Israel to ensure universal access to this critical information.

The current HFC booklet<sup>33</sup> is entitled “Emergency Preparations Handbook: How to Prepare your Family (Figure 2).”<sup>34</sup> The booklet talks about significance of emergency preparedness and the necessary elements of it. On one of the initial pages, HFC makes it clear that the actions and preparedness level of the public is an indispensable part of the national response to an incident and is treated as equal in significance to that of the uniformed first responders and

government personnel:

In wartime, three main types of action must be taken into account:

1. Offensive military action intended to ensure Israel’s continued existence and sovereignty, and to neutralize the threat to the Home Front.
2. Defensive actions by the Air Force and anti-missile defensive systems.
3. [The] actions of civilians on the home front during the preparation stage and during incidents and the actions of rescue and security forces, government offices, and local authorities.<sup>35</sup>

The booklet continues with protective measures for the public including how to determine a safe place prior to an emergency based on the type of housing one resides in—top floor apartment flat, other apartment flats, single story family homes, two story family homes, etc.—as well as how to prepare a sealed room, gather equipment for the

<sup>33</sup> HFC published another 52-page brochure entitled “In the Event of a Genuine Alert, Information on Civil Defense for the Family” in 2003. This brochure was mailed to every household in Israel. See Consuella B. Pockett, “United States and Israeli Homeland Security: A Comparative Analysis of Emergency Preparedness Efforts,” Maxwell Air Force Base, Alabama, August 2005, p. 26.

<sup>34</sup> This informational booklet can be downloaded from the Home Front Command Website: <<http://www.oref.org.il/774-en/PAKAR.aspx>>.

<sup>35</sup> Home Front Command, “Introduction,” in *Emergency Preparations Handbook: How to Prepare your Family*, Undated, p. 4, <[http://www.oref.org.il/sip\\_storage/FILES/1/711.pdf](http://www.oref.org.il/sip_storage/FILES/1/711.pdf)>.

protected space, procure emergency supplies, and set up a family emergency plan. This booklet provides specific information about conventional and chemical missiles and how to behave in incidents caused by such threats. Several diagrams accompany texts providing visual details for clarification.

The booklet also addresses the emotional and mental consequences of going through an emergency, how different age groups and special needs individuals react to such incidents and how to handle anxiety and tension during an emergency situation. The usual emphasis that Israeli authorities place on children is evident here with a special section devoted to the behavior of children in emergency situations and how to handle children's reactions. Divided into three age groups (4-8, 9-13, 14-18), children's typical behavior during extreme stress and possible solutions to address such behavior is provided. For example, for younger children (4-8), regression to behavior appropriate to earlier age groups, such as bedwetting, fear of the dark, dependency, and clinging to parents are highlighted as typical behavior. Recommended action includes providing the children with age-appropriate information, encouraging them to express feelings through play and drawing and subscribing to an organized daily routine.<sup>36</sup>

HFC also offers public information through posters, billboards, and public service announcements on the TV channels, all of which give detailed information and instructions on a routine basis. The Israeli authorities also utilize unconventional ways for outreach to the Israeli public. For example, Israeli phone books provide information on what to do in case of terrorist events.<sup>37</sup> This is a particularly creative way of making emergency preparedness and civil defense information readily available to the public, as phone books are guaranteed to be in every household.

HFC also runs temporary awareness campaigns. For example, HFC declared 2008 as the "year of civilian self-protection." As part of this awareness campaign, HFC initiated a new instructional campaign, "To be Protected is to be Ready," in January 2008. Newly prepared pamphlets were published in six different languages (including Arabic, English, and Russian) and were made available to every household in Israel. Radio and TV transmissions strengthen the awareness campaigns by broadcasting emergency related information and familiarize the public with HFC and the assistance HFC provides to civilians.<sup>38</sup>

### **Specific Threat Alert Campaigns (STACs) by Home Front Command**

The HFC also issues other supplementary guidance and advisories to the public in times of a heightened threat to Israeli national security or in response to specific

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<sup>36</sup> For details of other age-appropriate solutions, see Home Front Command, *Emergency Preparations Handbook: How to Prepare your Family*, pp. 32-35.

<sup>37</sup> Cass Kaufman, "CDC Roundtable on the Psychosocial Challenges Posed by a Radiological Terrorism Event," Conference of Radiation Control Program Directors, Inc., <[http://www.crcpd.org/Reports\\_on\\_Mtgs/CDC-RoundtableDec05.pdf](http://www.crcpd.org/Reports_on_Mtgs/CDC-RoundtableDec05.pdf)>.

<sup>38</sup> Israeli Defense Forces, "New Units to Facilitate IDF Interface with Local Authorities," December 31, 2007, <<http://dover.idf.il/IDF/English/2007/0102.htm>>.

events/developments. For example, in May 2007, when IDF was preparing for a possible conflict with Syria and Hezbollah, “HFC distributed pamphlets in Netivot and Ashkelon explaining how to behave during [Q]assam attacks” as these two towns are in close proximity to the Gaza Strip.<sup>39</sup>

Similarly, in December of 2007, HFC mailed a brochure entitled “Being Protected and Prepared” to every household.<sup>40</sup> This brochure included information on various forms of conventional and unconventional missile attacks and the necessary emergency measures for conventional attacks in six languages. Educational programs in primary schools throughout the country where teachers increase children’s awareness on emergencies are also part of STACs.<sup>41</sup>

### **Educational Sessions at Schools by Home Front Command and Ministry of Education**

As noted, Israeli officials emphasize the generational nature of establishing preparedness as an aspect of national culture. Israel treats preparedness of children as particularly vital for national resilience. This is grounded in the conviction that starting terrorism education from an early age ensures that the necessity of preparedness is internalized in the psyche of every member of society, instilling a sense of self-responsibility and civic duty. The education of children prepares the groundwork for lifelong effective engagement of citizens in the preparedness process and facilitates resilience against unexpected incidents and the panic that accompanies such incidents.

Unlike conventional wisdom in some countries, Israeli officials believe that terrorism-related communications can be conducted without creating undue fear and anxiety with young audiences, including kindergarten students. In their view, children who are properly informed about the nature and state of security issues are bound to feel less scared. Gradually becoming less afraid of terrorism is easier if one’s confidence in his/her abilities to cope with the worst-case scenario increases through a well-planned long-term approach.<sup>42</sup> In line with this understanding, the Israeli government provides detailed information and education on terrorism to its citizens generally and children and key communicators (such as parents, school and kindergarten personnel), particularly through special programs.<sup>43</sup>

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<sup>39</sup> “Israel to Ready Public For ‘All-Out’ War,” *The Jerusalem Post*, May 31, 2007, <<http://www.jpost.com/servlet/Satellite?pagename=JPost%2FJPArticle%2FShowFull&cid=1180527968263>>.

<sup>40</sup> “Home Front Command Preparing Citizens for War,” *Arutz Sheva: Israel NN.com*, December 24, 2007, <<http://www.israelnationalnews.com/News/Flash.aspx/138623>>.

<sup>41</sup> Israeli Defense Forces, “Home Front Command Educates the Nation,” December 23, 2007, <<http://dover.idf.il/IDF/English/News/today/2007/12/2301.htm>>.

<sup>42</sup> Interview with the legal attaché of Israeli Embassy, General Efi Tibi at the Israeli Embassy in Washington, DC, October 7, 2008.

<sup>43</sup> Israeli Defense Forces, “Training the Public” <<http://www.oref.org.il/>>.



**Figure 3: An HFC Soldier Interacting with Children at School**



**Source:**  
<<http://dover.idf.il/IDF/English/News/today/2007/12/2301.htm>>. Photo: Shay Herman, IDF Spokesperson

The MoE is responsible for leading efforts to ensure that all children, from kindergarten through high school, are properly informed regarding existing threats and the proper emergency procedures. Through an integrated curriculum, the Israeli MoE, in conjunction with HFC, ensures that all primary schools in Israel offer preparedness education to their students for all situations, including natural disasters and terrorist attacks.<sup>44</sup> Within this structured education program, “in 5th grade every student is taught 2 days of readiness and emergency preparedness. In high schools the highest two classes serve as volunteers in times

of emergencies and assist in response to disasters and emergencies.”<sup>45</sup>

In addition to the standard preparedness curriculum, through close cooperation between and joint sponsorship of HFC and MoE, IDF (mostly female) soldiers trained by HFC are personally involved in educating children on terrorism. These soldiers regularly and upon request travel to schools throughout the country holding educational seminars and awareness sessions (Figure 3). They provide age appropriate information/instructions to children about the nature of terrorism and various ways terror can threaten lives as well as what to do in case of an attack, including how to use gas masks.<sup>46</sup> As part of the preparedness program, MoE and HFC frequently issues small pamphlets on emergency preparedness issues for dissemination in schools (Figure 4). The materials used to educate children are designed by psychologists and army experts in order to convey the information in ways that can be understood by children at appropriate age levels. For example, awareness and emergency procedures are presented to younger children as a game.

**Figure 4: Educational Children’s Preparedness Workbook**



**Source: Ministry of Education, Israel**

<sup>44</sup> Annemarie Conroy, “What is Going to Move the Needle on Citizen Preparedness? Can America Create a Culture of Preparedness?” Master’s Thesis, Monterey, California: Naval Postgraduate School, March 2008.

<sup>45</sup> Annemarie Conroy, “What is Going to Move the Needle on Citizen Preparedness.”

<sup>46</sup> Siobhan Gorman, “Fear Factor,” *The National Journal*, vol. 35, no. 19, 2003, <<http://www.govexec.com/dailyfed/0503/051603nj1.htm>>.

The HFC shares some educative responsibility with the MoE. During periods of heightened threat, it offers specific information to schoolchildren about current conditions and what some of the latest developments may mean in terms of preparedness. For example, in 2002, when Israel perceived the chances of a non-conventional attack to be high, HFC “approached the Education Ministry about going into the schools to prepare children—aged four to 18—for the possibility that Israel could be hit by a non-conventional weapons attack.”<sup>47</sup> In an interview, a MoE psychologist explained that “there is a threat [and children] continue to hear about it...[we tell them] they are very much protected by the army and the Home Front Command.”<sup>48</sup> Accordingly, the salience of the media coverage of imminent security threats makes it impossible for children to be unaware of such dangers. For this reason, according to Israeli authorities, informing and assuring children is a more of an effective strategy than avoiding the issue to bolster resilience.

In such sessions, MoE and HFC utilize “behavior modification techniques through systematic desensitization in order to help children overcome their anxieties.”<sup>49</sup> According to the same report, during such sessions, first a teacher, with which the children are familiar, introduces the topic and then children receive a visit by an HFC soldier who helps to familiarize children with a gas mask in a casual and informal atmosphere, where they get a chance to touch and play with it. Psychologists observe the session to make sure that they are close by if their assistance is needed for a child whose behavior or anxiety level seems to require special attention.

Similarly, under specific circumstances, HFC identifies children who are living in frontline communities that are directly threatened by a new development.<sup>50</sup> For example, following the pullout of IDF from the Gaza strip in September of 2005, Palestinian Qassam rockets became a real threat to members of the Israeli public living near the Gaza border. As a result, HFC counselors attended several educational sessions which were “aimed at giving children who live in these communities at all grades a sense of security. [HFC] counselors go from school to school, from class to class, telling kids about their new reality – what the threats are, and the ways to defend one’s self.”<sup>51</sup> During these sessions, HFC counselors provided children with a booklet, including information on terrorists, mortar shells, and light weapons fire. The booklets included exercises in which children were asked questions about how they would react in different scenarios and were

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<sup>47</sup> Julie Stahl, “Israel Preparing for the Possibility of Non-Conventional War,” *CNSNews.com*, December 23, 2002, <<http://www.crosswalk.com/1177821>>.

<sup>48</sup> Ibid.

<sup>49</sup> Ibid.

<sup>50</sup> These images are available from *Jamd.com* through the following URL addresses respectively: <<http://www.jamd.com/image/in-search/Israeli+soldiers+visiting/#43g71209902>>, <<http://www.jamd.com/image/in-search/Israeli+soldiers+visiting/#45g71209884>>, and <<http://www.jamd.com/image/in-search/Israeli+soldiers+visiting/#44g71209896>>.

<sup>51</sup> “Hi Kids, Can you Draw a Qassam?” *Ynet News.com*, September 14, 2005, <<http://www.ynetnews.com/articles/0,7340,L-3141993,00.html>>.

encouraged to express their feelings through fill in the blank statements such as “When I think about the new situation, I feel ...” and “When I am scared, I turn to ...”<sup>52</sup> Children were also encouraged to draw Qassam rockets before they were shown a real Qassam. In words of an HFC official “this way, the child sees that the Qassam is not a big thing. The child understands its proportions, and this gives him the feeling that he can deal with it.”<sup>53</sup>

In the context of 2008 awareness campaign and in cooperation with the Israeli MoE, HFC also started an instructional campaign for emergency situations designed for schools.

**Figure 5: HFC Booklet Designed for Children**



Source: Israel Defense Forces website  
<<http://dover.idf.il/IDF/English/News/today/2008n/03/0901.htm>>

About 800,000 guidance booklets published in various languages are distributed to many elementary schools in Israel (Figure 5).<sup>54</sup> An instruction file for teachers, a work booklet for students, and a CD with explanations are amongst the items included in this package, which aims to prepare students for emergency situations. Initially only the 5th grade students received lessons but reports promised that “in the coming months those in the 1st, 3rd, 7th, 9th and 11th grades will receive four hours of lessons on emergency situations including earthquakes, rocket attacks, and unconventional weapons attacks.”<sup>55</sup> This campaign, sources suggest, was based on the realization that instead of

explaining things during an imminent threat of war, providing a continuous and long-term preparation may have better psychological and practical benefits. Explaining the official rationale behind this education campaign, the director of the Coping with Emergencies Unit in the Education Ministry, Yossi Simentov stated:

These booklets strengthened the comprehension amongst the children that preparedness reinforces the feeling of being able to deal with the situation ... At the moment that you prepare a student on a daily basis and in a practical, rather than a dramatic way, there is a chance that his coping abilities with an event in real time will be a lot better and more organized.<sup>56</sup>

<sup>52</sup> Ibid.

<sup>53</sup> Ibid.

<sup>54</sup> Israel Defense Forces, “Home Front Command Distributes Instructional Booklets for Children,” March 9, 2008, <<http://dover.idf.il/IDF/English/News/today/2008n/03/0901.htm>>.

<sup>55</sup> Ibid.

<sup>56</sup> Ibid.

### **Education of Key Communicators with Children**

Working with MoE, HFC also trains teachers and school principals as an important part of educating children. MoE utilizes two large sections of the national security procedures manual for information specifically related to safety and security emergency preparedness which must be read and understood by all school principals in Israel. The information included in the national binder is also available over the internet. This manual is updated, on average, every 3-5 years. In addition to the manual, the Director General of the MoE issues a directive to all school principals on a monthly basis. When necessary, these directives address relevant emergency procedures.

Through seminars, teachers are prepared to properly handle questions and issues raised by children.<sup>57</sup> For each school, a teacher is chosen by the city security official (MoE employs one city security official for every twenty-five schools) to assume the role of security instructor. The government offers a 6% raise as an incentive, designed to entice teachers to volunteer for this position. MoE has established a formalized training program to instruct these teachers on correct emergency preparedness and awareness procedures so that they can educate their students. Along with counselors and psychologists, these trained teachers help children make sense of terrorism to the extent that it conditions their everyday experiences and what they see on TV in their homes.<sup>58</sup>

Additionally, MoE and HFC work with parents and provide necessary instructions on how to handle inquiries by children on the issue by publishing pamphlets and other forms of printed instructions specifically designed for parents.<sup>59</sup>

### **Education and Awareness for the Broader Public by Home Front Command**

The HFC organizes various other educational programs with different ministries to educate factory workers, various institutions and center for special needs communities (such as the elderly, new immigrants, people with disabilities, the deaf and the blind, etc.), different organizations and companies, hospital personnel, and institutional staffs regularly and at request. HFC also provides a contact number for interested public to schedule other educational sessions.<sup>60</sup>

During the 2008 awareness campaign, HFC made sure that the relevant knowledge was made available to the general public through TV and radio broadcasts as well as pamphlets with information in six languages.

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<sup>57</sup> Consuella B. Pockett, "United States and Israeli Homeland and Security: A Comparative Analysis of Emergency Preparedness Efforts," Maxwell Air Force Base, Alabama, August 2005, p. 29, <<http://www.au.af.mil/au/awc/awcgate/cpc-pubs/pockett.pdf>>.

<sup>58</sup> "The Israeli Public – The Most Protected in the World," *Civil Defense News from Israel News Agency*, February 12, 2003, <<http://www.israelnewsagency.com/israelwarcivildefense.html>>.

<sup>59</sup> Julie Stahl, "Israel Preparing for the Possibility of Non-Conventional War."

<sup>60</sup> Israeli Defense Forces, "Training the Public," <<http://www.oref.org.il/>>.

## Programs Administered by Other Organizations

### Lectures/Seminars by the International Institute for Counter Terrorism (ICT)

ICT is Israel's leading academic institute for counter-terrorism and serves as an independent think tank providing expertise in terrorism, counter-terrorism, homeland security, threat vulnerability and risk assessment, intelligence analysis, and national security and defense policy. Since 1997, ICT has run a comprehensive education program

through a joint initiative of the Israeli government. It has leading subject matter experts and scholars who are renowned worldwide for their expertise on terrorism-related matters.

ICT has established a Resilience Program (Hosen) in cooperation with HFC, the counterterrorism unit of the IDF, MoE, the Center for Educational Technology and the local municipalities. It offers lectures, seminars, courses, and continuous education programs to the public (Figure 6).<sup>61</sup> ICT experts travel around Israel visiting schools educating and informing students of different ages,

**Figure 6: ICT Public Resilience Program Website Homepage**



Source: <<http://ict.cet.ac.il>>

including elementary school students.<sup>62</sup> During the lectures and seminars, they offer students detailed and structured information on topics such as:

- Nature and goals of terrorism
- Psychological impact of terrorism
- Manipulation of media and public opinion by terrorist organizations
- Different terrorist organizations and their operating strategies
- The level of terrorist threat compared to other threats
- Different kinds of terrorist attacks and ways to be prepared
- Civilians' role in combating terrorism<sup>63</sup>

<sup>61</sup> Funding is drawn primarily from the private sector of the ICT, CT Solutions (Counter-Terrorism Solutions Ltd.), and from donations. ICT does not receive direct government funding for its work but works in close consultation with government agencies.

<sup>62</sup> Joshua L. Gleis, "Israel's Struggle against Palestinian Terrorist Organizations: Lessons from the Fight against Terrorism" in *Countering Terrorism and Insurgency in the 21st Century: International Perspectives*, (ed. by James J.F. Forest), volume 3: Lessons from the Fight against Terrorism, Westport, Connecticut: Praeger Security International, March 2007, pp. 408-28.

<sup>63</sup> Yael Pries-Shimshi, "Creating a Citizenry Prepared for Terrorism."

ICT also offers lectures to key communicators throughout Israel, such as teachers, civic leaders, and uniformed/official first responders (police, soldiers, etc.).<sup>64</sup> In addition to educational seminars, the Hosen program also maintains a question-and-answer website whereby the public is able to direct terror-related questions to experts in the field. A special forum of former armed forces personnel, academic staff, education specialists and psychologists, the “terrorism and education forum,” determine the curriculum and versions of this education program for various target audiences.<sup>65</sup>

In addition to HFC and ICT programs, there are other efforts on a smaller scale targeting more specific audiences. For example, security companies and organizations run education and training programs for their employees.

In summary, Israeli approaches to strengthening societal resilience and improving security are, for reasons obvious from Israel’s recent history, terrorism-focused and well-coordinated at the national level. Israelis emphasize personal preparedness as a cornerstone of national preparedness and promote the need for readiness through a generational approach. They draw on experts, including psychologists and academics, to ensure that the messages are thoughtful and appropriate. The efforts of the U.S. in promoting citizen preparedness are still in an early stage compared to Israel. We highlight some of the successful practices at both the federal and state level but note that many take an “all-hazards” approach. We further note that deficiencies remain in both coordination and consistency of the respective efforts.

## **Public Education and Awareness on Terrorism in the United States**

Prior to 9/11, emergency management efforts in the United States focused mostly on natural disasters. Following the tragic attacks on the World Trade Center and the Pentagon that lead to the death of thousands of innocent civilians, terrorism assumed a more prominent place on the U.S. national agenda. Initially, terrorism and terrorism-related preparedness were the primary focus of emergency readiness activities in the post-9/11 era. However, as time progressed, emergency response and management efforts have evolved to adopt what can best be referred to as an “all-hazards approach.” Terrorism is currently treated as one of the possible emergency scenarios to be addressed in public education and awareness programs on citizen preparedness. Education and awareness programs focused specifically on terrorism are rare; the public is instructed that in any emergency situation, some basic precautions can improve their chances of handling the situation calmly and appropriately.

Public education and awareness programs are complicated by the federal structure in the United States. Emergency preparedness and response authorities at the federal, state, and local levels bear different responsibilities prior to, during, and following emergencies in the United States. While non-catastrophic events, that is emergencies and disasters, are

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<sup>64</sup> Ibid.

<sup>65</sup> Ibid.

intended to be addressed by local and state governments, states can request federal assistance when their capacity is overwhelmed. Because state capacity is often deemed insufficient to meet the response and recovery needs of an affected area, the federal government is frequently involved in emergency response and management issues for also non-catastrophic events.

This system offers a complex tradeoff of advantages and disadvantages. In a large country such as the United States, this federal structure and the emphasis on state and local capability to handle emergencies may ensure that problems are dealt with at the closest government layer, where it can be most efficiently and effectively addressed. On the other hand, the same system presents an enormous challenge in terms of achieving any level of consistency, universality, and interoperability. This is particularly true with respect to public education regarding terrorism. While there are interesting and effective public education programs in place at local and state levels, these programs appear to be disjointed, uncoordinated, and unsystematic at the national level.

The amount of attention focused on terrorism in readiness campaigns in the United States appears to be minimal. There are various reasons for this situation. It appears that the authorities may be reluctant to put too much emphasis on the issue of terrorism for fear of being charged with “fear mongering” or “using terrorism for political reasons.”<sup>66</sup> As a result, the public is often provided with very limited information on terrorism, its nature and operation, and its psychological and other consequences. Similarly, with concerns of causing undue anxiety, U.S. authorities appear to avoid raising the issue of terrorism with young audiences in school environments. Although all schools are required to have emergency plans and they regularly hold some emergency drills, U.S. school curricula generally do not address terrorism or the necessity of preparedness for terrorism unless a school chooses to voluntarily participate in certain available programs. Moreover, the majority of the funds focus on preparedness, equipment, and training of the uniformed/official responders rather than education and training of ordinary citizens.<sup>67</sup>

The majority of the federal programs provide the American public with critical and basic information on emergency preparedness; however, the national campaign on the issue is based on a passive approach that relies predominantly on web-based programs. This approach not only favors those with access to internet, but also places a required initiative on the public to seek the necessary information and conform to preparedness standards. This is a risky assumption, given the fact that public apathy towards engagement in preparedness was often noted during our interviews with U.S. officials as a cultural obstacle to be addressed before public readiness in the United States could be raised to the desired level. Officials claim that public apathy could stem from a variety of causes, including the delegation of emergency management responsibilities to the state/federal governments both by the public and the official discourse, a general perception that the

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<sup>66</sup> This issue has been raised during several interviews we conducted with officials from various U.S. agencies and organizations involved in public education on emergency preparedness.

<sup>67</sup> For example, of the \$1.7 billion in the 2009 Homeland Security Grant Program, the allocated amount for Citizen Corps was only \$14.6 million.



threat level in the United States is low, and the lack of faith that any citizen measure could make a difference in case of an attack.

Furthermore, the current web-based outreach to public may be less than fruitful in light of the recent research findings that training and education through the work place and other social networks is much more effective in delivering preparedness information to the public.

With that said, however, there are some existing initiatives in the United States that deserve some recognition. These include the following:

### ***Programs Administered and/or Funded by Federal Agencies***

#### **Department of Homeland Security**

In the United States, key homeland security programs and policies are carried out by Department of Homeland Security (DHS), which was founded in January 2003. The Department carries enormous responsibility of ensuring public safety and homeland security. Inclusive of 22 precursor agencies and with seven major operating arms, DHS covers a wide range of issues to “leverage resources within federal, state, and local governments, coordinating the transition of multiple agencies and programs into a single, integrated agency focused on protecting the American people and their homeland.”<sup>68</sup> As such, DHS is the principal organization overseeing the federal government’s national emergency preparedness and response plans, strategy, and actions, with the formidable task of coordinating the homeland security responsibilities of “more than 87,000 different governmental jurisdictions at the federal, state, and local level.”<sup>69</sup>

#### **DHS Public Website and Ready Campaign**

As the leading emergency preparedness and response authority in the United States, DHS has considerable responsibility for public preparedness and education on terrorism. Although DHS was originally established “to secure our country against those who seek to disrupt the American way of life, [DHS’s] charter also includes preparation for and response to all hazards and disasters.”<sup>70</sup> Indeed, over the course of past six years, DHS has explicitly adopted what can be described as an “all-hazards” approach. As a result, terrorism issues are treated as one of the many threats that face the homeland.

DHS provides two key venues for preparedness education and awareness. These are the DHS public website (*dhs.gov*) and *Ready* campaign. Both of these sources provide mostly emergency related instructions.

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<sup>68</sup> DHS, “Department Subcomponents and Agencies,” <<http://www.dhs.gov/about/structure/>>.

<sup>69</sup> Ibid.

<sup>70</sup> Ibid.

On the **DHS public website**, under ‘links for citizens,’ visitors are provided with a section on safety and security (Figure 7). In addition to an explanation on current national

Figure 7: Homepage of DHS Website



Source: <<http://www.dhs.gov/xcitizens>>

threat levels and the threat level for all domestic and international flights, visitors are provided with a list of recommended actions for citizen preparedness. The public is advised to be vigilant, to prepare an emergency kit and emergency plan, and stay informed. For specifics on emergency kits and plans, the public is referred to the *ready.gov* link.

Under another section entitled “preparedness,” the

public is redirected to the *Ready* website for instructional videos, which proclaim that “it takes just three steps to get ready for an emergency.” These three steps include getting an emergency kit, making a family emergency plan, and staying informed. This section also offers 30 tips for emergency preparedness. Information covered through these tips ranges from getting familiar with school or office emergency plans and emergency supply kits to where to get preparedness information, what to do in case of specific emergencies, and how to seal a room.

The public is also referred to *Citizen Corps* website for volunteering opportunities and further information and a link is provided to a site that is specifically designed for kids and run by *Ready* campaign.

Figure 8: Ready America Website



Source: <<http://www.ready.gov/america/index.html>>

Since February 2003, “**Ready: Prepare. Plan. Stay Informed**” is the largest public awareness campaign in the United States organized by DHS in partnership with the Ad Council. The website offers three versions of the campaign on its homepage: *Ready America*, *Ready Business* and *Ready Kids*. *Ready America* (Figure 8) targets mainstream

Americans and is “designed to educate and empower [them] to prepare for and respond to emergencies, including natural disasters and potential terrorist attacks.”<sup>71</sup> According to the *Ready* website, the goal of this national public service advertising campaign is “to get the public involved and ultimately to increase the level of basic preparedness across the nation.” The website asks the public to be prepared by “getting an emergency kit, making a family emergency plan and being informed.” In line with these instructions, it lists what emergency kits and plans should contain and some other considerations necessary to cope with emergencies. For information on likely emergencies and the proper ways to handle them, the website refers its visitors to local authorities’ website.

**Figure 9: Ready Kids Website**



**Source:**

**<<http://www.ready.gov/kids/index.htm>>**

*Ready Business* (initiated in 2004), which is designed for small to medium size business owners, and *Ready Kids* (initiated in 2006), which is designed for children ages 8-12, are recent additions to *Ready* campaign. While *Ready Business* instructs business owners on measures that will ease their handling of and recovery from natural and manmade disasters, *Ready Kids* (Figure 9) aims to increase children’s awareness of the issue and enlist their assistance for family preparedness.

In addition to these general education programs, DHS’s *Ready* campaign runs

an awareness campaign every year in September. The 5th annual National Preparedness Month (September 2008) was observed with the highest level of participation by more than 3,200 different groups, organizations, and business firms that registered as National Preparedness Month Coalition Members. Through various events and initiatives organized on emergency preparedness, citizens were encouraged to understand the necessity and specifics of being prepared.<sup>72</sup> Specific activities included seminars, public preparedness fairs, sport activities, youth Be Ready camps, school preparedness events, public alert systems tests, and unveiling of localized versions of *Ready* campaign in various states.

Since 2005, the *Ready* campaign has also been running an awareness initiative, *Resolve to be Ready*, whereby the American public is encouraged to make preparedness one of their new year’s resolutions. The *Ready* website offers web banners and other campaign awareness symbols for those who would like to promote the issue through different platforms.

<sup>71</sup> DHS, “Preparing Your Family,” <<http://www.dhs.gov/xprepresp/programs/citizens-preparedness.shtm>>.

<sup>72</sup> DHS, “DHS’s Fifth Annual National Preparedness Month Yields Highest Level of Support to Date,” <[http://www.dhs.gov/xnews/releases/pr\\_1222973545857](http://www.dhs.gov/xnews/releases/pr_1222973545857)>.

Unfortunately, none of the DHS-sponsored preparedness websites yet offer substantial information on terrorism, the logic and nature of terrorism, the psychological impact of terrorism or terrorist goals and strategies.

There are some other federal organizations that are involved in public education and awareness on natural and man-made disasters in the United States. These are either agencies that serve as part of DHS or work in close partnership with DHS.

### **Federal Emergency Management Agency**

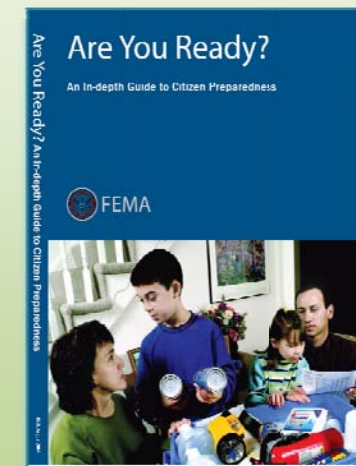
Federal Emergency Management Agency (FEMA), which became part of DHS in March 2003, continues to be the federal agency that is most associated by American public with emergency preparation, mitigation, and management. The information FEMA offers to the public on its website covers various security threats. Unlike its previous focus on merely natural disasters, current FEMA website defines its primary mission as “to reduce the loss of life and property and protect the Nation from all hazards, including natural disasters, acts of terrorism, and other man-made disasters, by leading and supporting the Nation in a risk-based, comprehensive emergency management system of preparedness, protection, response, recovery, and mitigation.”<sup>73</sup>

Under disaster information, FEMA offers brief information on different security threats to the national homeland, including tornados, tsunamis, earthquake, volcanoes, hazardous material, etc. Concerning terrorism, the website provides a brief definition and offers some insights into the strategic goals of terrorist acts, such as:

- Creating fear among the public
- Trying to convince citizens that their government is powerless to prevent terrorism
- Getting immediate publicity for their causes<sup>74</sup>

The website also explains some possible targets for terrorist acts as well as general guidelines to ensure safety. More comprehensive and informative than the DHS website and *Ready* campaign website, the FEMA website explains explosions, biological and chemical threats, nuclear blasts, and radiological dispersion device events as various ways that terrorists can attack, along with advice about how to behave before, during, and

**Figure 10: FEMA Brochure, *Are you Ready?***



Source: <<http://www.fema.gov>>

<sup>73</sup> FEMA, “About FEMA,” <<http://www.fema.gov/about/index.shtm>>.

<sup>74</sup> FEMA, “General Information About Terrorism,” <<http://www.fema.gov/hazard/terrorism/info.shtm>>.

after each incident. FEMA guidance also covers general suggestions on ways to physically and emotionally recover from disasters.<sup>75</sup>

FEMA offers various pamphlets and booklets that can be either downloaded from its website or ordered for free by calling FEMA publications warehouse (1.800.480.2520). Particularly, “Are you Ready? An In-Depth Guide to Citizen Preparedness” (Figure 10) is the most comprehensive educational booklet (204 pages) prepared by a federal agency on individual, family, and community preparedness available for citizen consumption. This booklet covers all the information offered on FEMA website and then some additional content such as why citizen readiness is important. The booklet explains:

Think of the national emergency management system as a pyramid with you, the citizen, forming the base of the structure. At this level, you have a responsibility to protect yourself and your family by knowing what to do before, during, and after an event.<sup>76</sup>

FEMA offers a “Facilitator Guide” to assist efforts of those who would like to teach the content of this booklet to small audiences. FEMA’s preparedness program often cooperates with or refers its audience to publications of American Red Cross.

FEMA’s Emergency Management Institute (EMI) offers an independent study program which offers “self-paced courses designed for both the general public and people who have emergency management responsibilities. They are offered free-of-charge to all who qualify for enrollment, and college credit can be obtained through a for-fee service after successful completion of a course.”<sup>77</sup> According to the FEMA flier:

[This program] serves as both an alternative means to deliver valuable training to the professional and volunteer emergency management community, and an opportunity to improve public awareness and promote disaster preparedness nationally.”<sup>78</sup>

Course materials are available over the internet to anybody who is interested, though “the official enrollment in the course, which includes scoring the final exam, receiving a certificate, and maintaining student records is, however, limited to United States (US) residents and to those individuals outside the U.S. with valid U.S. Postal Service deliverable address including APOs and FPOs.”<sup>79</sup>

FEMA also offers information designed for kids through its website (<http://www.fema.gov/kids/ready.htm>) and various pamphlets. On [fema.gov/kids](http://fema.gov/kids),

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<sup>75</sup> FEMA, “Coping with Disaster,” <<http://www.fema.gov/rebuild/recover/cope.shtm>>.

<sup>76</sup> FEMA, “Using Are you Ready? To Prepare,” <[http://www.fema.gov/pdf/areyouready/areyouready\\_full.pdf](http://www.fema.gov/pdf/areyouready/areyouready_full.pdf)>.

<sup>77</sup> FEMA, “Independent Study Program,” <<http://www.training.fema.gov/IS/>>.

<sup>78</sup> FEMA, “Independent Study Program,” FEMA brochure, <<http://training.fema.gov/EMIWeb/downloads/IndependentStudyFlyer0508.pdf>>.

<sup>79</sup> Citizen Corps, “Independent Study Courses,” <<http://www.citizencorps.gov/ready/is.shtm>>.

children are informed of the need for preparedness; disaster kit and communication plans; how they can protect themselves, their homes, and pets; and what they may feel during emergencies. Julia and Robbie are fictional characters and through their adventures kids learn about various hazards, including terrorism. In an effort to increase awareness and interest of children for preparedness issues, FEMA offers various other booklets and pamphlets designed for kids, such as coloring books and a collection of disaster-related stories. Similarly, the FEMA website makes a pamphlet that is co-produced by FEMA and the American Red Cross, “Helping Children Cope with Disaster,” which is available to parents and caregivers. This booklet presents guidance on how to ensure that children handle emergencies with the fewest possible ramifications.<sup>80</sup> There are other FEMA training courses for teachers on various hazards, though none of the courses focus on terrorism-related issues.

### **Citizen Corps**

Another DHS coordinated program, *Citizen Corps*, serves as a major conduit for the American public’s disaster education. This is probably the most systematic hands-on education and training program designed for the public in the United States. The program’s main mission, as stated on its website, is:

[To] harness the power of every individual through education, training and volunteer service to make communities safer, stronger, and better prepared to respond to the threats of terrorism, crime, public health issues, and disasters of all kinds.<sup>81</sup>

As stated in testimony by Dennis Schrader, then Deputy Administrator of FEMA’s National Preparedness Directorate, the *Citizen Corps* approach to citizen preparedness and participation is local implementation:

The foundation of the current national strategy on citizen preparedness and participation is creating an effective organizational structure at the local level to foster this collaboration between government and civic leaders from all sectors and then using this structure to reach everyone in the community. This is the Citizen Corps Council.<sup>82</sup>

These Councils serve as a collaborative planning body to develop goals and strategies for community resilience tailored to specific community vulnerabilities and population. Elements of local strategies include: outreach and education on personal preparedness;

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<sup>80</sup> FEMA, “Helping Children Cope with Disaster,” <<http://www.fema.gov/pdf/library/children.pdf>>.

<sup>81</sup> Citizen Corps, “Citizen Corps Councils,” <<http://www.citizencorps.gov/cc/index.do>>.

<sup>82</sup> Statement of Dennis Schrader, Deputy Administrator, National Preparedness Directorate, Federal Emergency Management Agency, department of Homeland Security Before the Committee on Homeland Security and Government Affairs Subcommittee on State, Local, & Private Sector Preparedness, and Integration, U.S. Senate, June 5, 2008, Washington, DC <<http://homeland.house.gov/SiteDocuments/20071003131848-98809.pdf>>.



integration of nongovernmental assets and personnel in preparedness and response protocols; improved plans for emergency notifications, evacuation, and sheltering; and increased citizen participation in community safety.

The *Citizen Corps* website reflects pride in the number of registered *Citizen Corps* Councils that have been erected since the initiation of the program: “Currently there are 55 State/Territory Citizen Corps Council and 2,344 County/Local/Tribal Citizen Corps Councils which serve 224,145,610 people or 78% of the total U.S. population.”<sup>83</sup> However, the mere number of registered Councils can hardly be taken as a measure of what percentage of the American public is in fact going through these Councils to learn about preparedness.

**Figure 11: CERT Training at a high school**



**Source: CERT website,**  
<[https://www.citizencorps.gov/cert/sup\\_wintersprings.shtm](https://www.citizencorps.gov/cert/sup_wintersprings.shtm)>

There are several government sponsored volunteer programs that are part of the *Citizen Corps* initiative, including Fire Corps, USAonWatch-Neighborhood Watch, the Medical Reserves Corps Program, and Volunteers in Police Service. However, the central program focused on preparedness training for the general public and the only DHS-administered program is the Community Emergency Response Team (CERT) Program. CERT program “educates people about disaster preparedness and trains them in basic disaster response skills...[and encourages] members [to] assist others in their neighborhood or workplace following an event and [to] take a more active role in preparing their community.”<sup>84</sup> CERT

training (Figure 11) provides hands-on instruction for the public through targeted modules on topics such as “Fire Safety, Hazardous Material and Terrorist Incidents, Disaster Medical Operations, and Search and Rescue.”<sup>85</sup> Although course materials are available on-line and can be downloaded by anybody, only those who take the courses in a classroom setting from a government agency can volunteer as a CERT member in case of an emergency.

CERT training materials have also been translated into Spanish, Mandarin, and Arabic. A targeted outreach effort to train Arabic-speaking populations in Michigan is underway through the Arab/Chaldean-American Disaster Preparedness Advisory Committee. A compendium of best practices and job aids for Workplace CERT, Tribal CERT, and All-Abilities CERT program is also in development.

The *Citizen Corps* website refers the visitors to the FEMA’s *Are You Ready?* preparedness booklet and also encourages them “to check with [the] local Citizen Corps Council or Office of Emergency Management to learn about local hazards and local

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<sup>83</sup> Ibid.

<sup>84</sup> Citizen Corps, “Programs and Partners,” <<http://www.citizencorps.gov/programs/>>.

<sup>85</sup> CERT, “Cert Training Materials,” <[http://www.citizencorps.gov/cert/training\\_mat.shtm](http://www.citizencorps.gov/cert/training_mat.shtm)>.

administrators.<sup>87</sup>[illegible]

These programs appear to be uncoordinated and poorly publicized but are reported to be successful by the respective CERT and school personnel. Despite apparent rapid growth and anecdotal reports of success, there is little national data on the impact of Citizen Corps efforts.

As shown on FEMA's in-depth guidance, *Are you Ready*, there are various awareness and education data available to the American public through other federal agencies' websites (Figure 12). The website of the **Centers for Disease Control and Prevention (CDC)** encourages the American public to gather emergency supplies, develop a family disaster plan, become informed

<sup>86</sup> Citizen Corps, “Citizen Preparedness Review,” <http://www.citizencorps.gov/ready/research.shtm>.

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Though some people feel it is impossible to be prepared for unexpected events, the truth is that taking preparedness actions helps people deal with disasters of all sorts much more effectively when they do occur.<sup>88</sup>

Teaming up with American Red Cross, CDC offers separate information on its website clearly marked for the general public and professionals on specific hazards such as bioterrorism, chemical emergencies, radiation emergencies, and mass casualties. Under mass casualties, the public is advised on how to prepare for a terrorist bombing and how to cope with a traumatic event. Brief information is offered on how to handle traumatic events with children.

There are other federal agencies that offer online education and training resources, some of which include **the Department of Health and Human Services, the U.S. Fire Administration, the Department of Justice and Agency for Toxic Substances and Disease Registry**. Usually these websites provide similar information or they refer the visitor to DHS or DHS partners' website for more information.

### ***Non-Governmental Organizations and Public Education on Terrorism***

In addition to federal agencies, there are several non-governmental agencies that play a key role in driving public preparedness in the U.S. The leading one operating in this realm in the U.S. is the **American Red Cross (ARC)**.<sup>89</sup> As explained earlier, ARC serves as a partner to DHS in public education and its various programs designed to promote public readiness. Similar to the federal agency guidelines, ARC advises Americans to gather emergency supplies, prepare a family emergency plan and become informed on local emergencies. The online educational presentation, *Be Red Cross Ready*, walks the participants step by step through preparation of a kit and emergency plan.

Under the rubric of "Community Disaster Education Materials," ARC offers web visitors a rich collection of downloadable brochures with content that addresses specific emergencies. These materials can also be obtained in printed format directly from local chapters of ARC. Additionally, visitors are provided with resources that have been generated through the partnership of ARC and CDC on ARC website. Most of these sources reflect the all-hazards approach taken in the U.S., and cover a wide variety of possible emergency and disaster situations that can be caused by natural phenomena or accidental acts of human beings.

However, ARC also offers a considerable amount of materials that specifically evaluate the issue of terrorism. *Terrorism: Preparing for the Unexpected* (Figure 13) is a brochure that tries to motivate the general public to prepare for terrorism, stating that "taking preparatory action can reassure you and your children that you can exert a measure of

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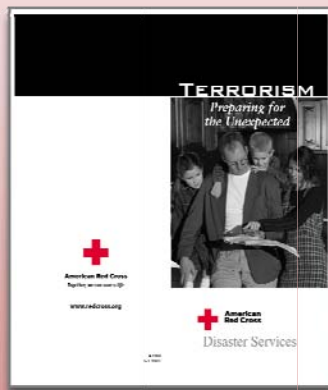
<sup>88</sup> CDC, "Emergency Preparedness and You," <<http://emergency.cdc.gov/preparedness/>>.

<sup>89</sup> Although many non-governmental and non-profit organizations support personal preparedness education, training and voluntarism, this report will focus only on American Red Cross programs as the leading non-governmental organization operating in this realm in the United States.

control even in the face of such events.”<sup>90</sup> In addition to the standard disaster instructions, such as creating an emergency communication plan, establishing a meeting place, assembling a disaster supplies kit, and checking on the school emergency plan of any school-age children, the brochure provides insights into possible consequences of a terrorist incident, short instructions on what to do (including ways to minimize psychological trauma that may result from being exposed to the incident and/or its images through media) during and after a terrorist incident and instructs readers on how to shelter in place and evacuate.

ARC offers many other terrorism-related resources, including brochures and CD-ROMs designed for different audiences, such as individuals, families, children, neighborhoods, schools and businesses. One of ARC’s brochures advises the public on what to do at each

**Figure 13: American Red Cross Brochure on Terrorism**



**Source: American Red Cross Website**

color-coded level of the Homeland Security Advisory System. Other brochures include information on Anthrax, disaster preparedness for people with disabilities, food and water in emergency, and dealing with feelings during and after acts of terrorism.

ARC is also a member of Coalition of Organizations for Disaster Education (CODE), a collaborative effort of federal agencies, non-governmental organizations, academic institutions, and not-for-profit entities to facilitate effective communication of disaster safety information to the general public. The ARC website offers a comprehensive guide published by this coalition, *Talking about Disasters: Guide for Standard Messages*, in order to guide

emergency managers, public affairs/relations personnel, mitigation specialists, media personnel and other disaster educators in conveying awareness and action messages to the general public.<sup>91</sup> While discussing a wide range of hazards, this guide also provides a comprehensive section for terrorism where peculiar issues are explained, including a definition of terrorism, the need to talk about terrorism, specific types of terrorism (such as explosives, chemical weapons, biological weapons, radiological dispersion device, nuclear weapons, agroterrorism, cyber-terrorism) and what to do prior to and during an attack of each of these types.

Similarly, a myriad of brochures aim to provide comfort to children and young adults, and to help them understand and effectively deal with the emotional consequences of terrorism, such as *Helping Young Children Cope with Trauma, When Bad Things Happen*, and *Why Do I Feel Like This*. Many coloring books and workbooks designed for

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<sup>90</sup> ARC, “Terrorism: Preparing for the Unexpected,” American Red Cross Brochure, <[http://www.redcross.org/static/file\\_cont21\\_lang0\\_15.pdf](http://www.redcross.org/static/file_cont21_lang0_15.pdf)>.

<sup>91</sup> ARC, “Talking about Disasters: Guide for Standard Messages,” <as of December 23, 2008: <http://www.redcross.org/disaster/disasterguide/orgs.html>>.

young children focus on a particular type of disaster such as hurricanes, tornados, and earthquakes.

ARC's *Masters of Disaster* is a special curriculum developed for adults and teachers to be used for raising children's awareness and knowledge of natural hazards. This curriculum (which includes *Be Ready 1-2-3*, *Fire Safety*, *Jason & Robin's Awesome Hurricane Adventures*, *General Preparedness*, *Adventures of the Disaster Dudes*, etc.) is taught in various schools that voluntarily participate in the program.<sup>92</sup> As a supplement to this curriculum, ARC developed *Facing Fear: Helping Young People Deal with Terrorism and Other Tragic Events* which consists of "ready-to-go lesson plans, activities, and demonstrations that can be incorporated within core subjects." Available in four complete sets for teachers of grades K-2, 3-5, 6-8, and 9-12, lesson plans cover issues such as handling feelings, the ability to extract facts from media reports with proper perspectives, and planning for future incidents. These curriculum materials are adjusted for different ages.

### ***Education and Awareness Programs at State/Local Level***

A review of public domain sources indicates that there are many different public awareness and education programs at the state and local level. The following is not a comprehensive presentation of these programs but merely provides examples of good practices used in some locales.

#### **Pennsylvania**

The Pennsylvania Commission on Crime and Delinquency offers a program to the general public entitled "Terrorism Awareness and Prevention Program (TAP)." Taught by specially trained law enforcement officers, TAP aims to "educate citizens about terrorism and how they can help protect their community from terrorism, and offer common sense measures citizens can employ to enhance their own security."<sup>93</sup> According to the TAP website, "Over 1,000 law enforcement officers in Pennsylvania—including municipal police, county sheriffs/deputies and state police—have been trained to present this one-hour program to community groups across Pennsylvania."<sup>94</sup> Through this program, citizens learn about the following:

- Nature/definition of terrorism
- Terrorists' motives and objectives
- Terrorists' methods and operations
- Domestic and international terrorists

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<sup>92</sup> ARC, "Disaster Services Publications: Materials for Teachers and Schools," <as of December 23, 2008: <http://www.redcross.org/pubs/dspubs/tchrschl.html>>.

<sup>93</sup> Pennsylvania Commission on Crime and Delinquency, "Terrorism Awareness and Protection," <<http://www.pccd.state.pa.us/pccd/cwp/view.asp?A=1430&Q=574675>>.

<sup>94</sup> Ibid.

- Weapons of mass destruction

The program also intends to dispel misconceptions and myths and encourages accurate awareness by emphasizing the difference between profiling and noting behavioral precursors of a crime as well as the difference between legal dissent and criminal (terrorist) acts by radical elements of certain movements.

## New York

The New York City Office of Emergency Management (OEM) initiated a public education campaign known as “*Ready New York*” in 2003. Since then the campaign has

turned into an extensive public education and outreach program with multiple resources to reach different segments of the New York area residents (Figure 14).

**Figure 14: Ready New York Kids Guide and PSA**



**Source:**

**<<http://www.nyc.gov/html/oem/html/home/home.shtml>>**

According to the campaign website, the initiative “takes an all-hazards approach to preparedness based on three guiding principles: knowing the hazards in New York City, making a household disaster plan, and stocking emergency supplies.”<sup>95</sup> The website informs

the residents of New York about the various hazards that threaten the area, including floods; coastal storms and hurricanes; disease outbreaks and biological events; severe weather; and hazmat and radiation. The site does not specifically address terrorism other than a small section entitled “thoughts on terrorism.” This section mentions that:

A terrorist’s primary objective is to create fear. With accurate information and basic emergency preparedness, you can fight back. Keep in mind that terrorism can take the form of many different hazards. By preparing for the hazards listed in this section, you will also be preparing for terrorist attacks.<sup>96</sup>

The website offers information for kids and businesses in separate sections. The *Ready New York Kids* offers two versions of an interactive guide prepared jointly by the OEM and the Department of Education for kids—one for elementary schools, the other for middle and high schools. According to the website, “in November of 2007, New York

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<sup>95</sup> New York City Office of Emergency Management, “Get Prepared: Ready New York,” <[http://www.nyc.gov/html/oem/html/get\\_prepared/ready.shtml](http://www.nyc.gov/html/oem/html/get_prepared/ready.shtml)>.

<sup>96</sup> Ibid.

City public schools received packages of guides for teachers to share in their classrooms.”<sup>97</sup>

In January 2009, the campaign introduced a public service video on preparedness to reach larger audiences. The video features two well-known television personalities, and will be made available to community groups, houses of worship, and businesses. *Ready New York* advertises that its “resources now include nine multilingual publications, numerous public service announcements, multimedia advertising campaigns, extensive web content, a speakers’ bureau, a reprinting program, corporate partnerships, and continuous community outreach.”<sup>98</sup> The campaign website offers citizens links to *Citizen Corps*’ CERT training program and the Council for Excellence in Government (CEG) to determine their “Readiness Quotient,” or RQ, a preparedness measurement designed by CEG.

## **Analysis: Comparison of Israeli and U.S. efforts on Public Education Regarding Terrorism**

Following are some key findings about the Israeli and U.S. approaches to public education and awareness on terrorism:

### ***Israel***

- Owing to the *sui generis* nature of the Israeli security concerns, terrorism is the main hazard that Israeli public education efforts address.
- The immediacy of the threat of terrorism provides the Israeli public with a compelling incentive to take self-preparedness and terrorism education seriously.
- The Israeli public is considered to be a key element of Israeli national resilience in the face of a terrorist threat.
- In Israel, public engagement in counterterrorism efforts requires and presupposes participation of ordinary civilians—that is, individuals, families, children, etc.—and the public is treated as “the true first responders” to emergencies.
- The Israeli public education programs on terrorism are very extensive, comprehensive, and diverse; public education is carried out through a variety of channels such as internet, school setting, seminars, hand, and mail-disseminated booklets.
- The Israeli public is regularly and consistently exposed to an “aggressive” and “pro-active” education and awareness campaign on terrorism—education and awareness materials are often mailed to every household and disseminated in malls and other mass gathering places.

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<sup>97</sup> New York City Office of Emergency Management, “Ready New York: Kid’s Guide” <[http://www.nyc.gov/html/oem/html/ready/kids\\_guide.shtml](http://www.nyc.gov/html/oem/html/ready/kids_guide.shtml)>.

<sup>98</sup> New York City Office of Emergency Management, “Get Prepared: Ready New York.”

- Terrorism awareness campaigns are ubiquitous (bus advertisement, TV ads, phone books, billboards, etc.) bringing necessity of self-preparedness to the fore of the public's mind.
- Israeli authorities pursue a generational approach to promoting a national culture of preparedness; hence educational programs often target children and start very early.
- Israeli societal and political culture facilitates an understanding of emergency preparedness as a civic duty which prepares the groundwork for a higher level of expectation from individuals for ensuring the safety of themselves and their families.
- The Israeli public education efforts have a unified focus and mandate, and hence a more coherent message to convey to the public.
- The Israeli education program on terrorism relies on a straightforward and honest communication with the public on the level/nature of the terror threat and the government's ability to provide protection.
- Education and preparedness efforts help the public to understand that terrorism is a form of psychological warfare and the way they cope with it may make a difference.

### *United States*

- U.S. efforts on public readiness for emergencies pursue an "all-hazards" approach; terrorism does not receive specialized attention in public education programs but is, rather, grouped in discussion with hazards posed by natural disasters.
- U.S. public education programs on terrorism are often characterized by limited and superficial information on the issue (for example, information often omits the psychological ramifications of terrorism or the psychological warfare aspects of the phenomenon) and, due to a sensitivity lest they are perceived to be "fear mongering", most programs hesitate to speak openly with the public and children about terrorism.
- Most so-called "public education" efforts in this area appear to be aimed far more at uniformed or other official responders than at the general public.
- Those public education materials that are geared to members of the general public are, unfortunately, mostly web-based.
- Most of the public preparedness information is posted on web sites. While well-suited to passing extensive and detailed information to aggressive information seekers, such passive means are generally recognized as significantly less effective in reaching larger audiences.
- American efforts on public engagement in counterterrorism policies are not rooted in a generational approach, leading to a neglect of the exposure of the issue to children starting from an early age which promotes a deeply rooted understanding of the necessity of and self-responsibility for emergency preparedness.
- American societal and political culture facilitates a greater reliance by the public on local/state/federal government for emergencies and offers limited incentives for motivated public engagement in education programs.

- The extent of the terror threat in the U.S. is not as extensive and substantial as it is in Israel; public attitudes towards the necessity of education on terrorism reflect that lowered threat perception.
- The unique federal structure in the U.S. makes coordination of messaging difficult.
- Although there are various compelling programs at local and state levels, these efforts are far from being systematic and coherent across jurisdictions. Lacking visibility at the federal level, these programs are also limited in reach.

## **The Way Forward: Recommendations**

Compared to the state of Israel, which has been struggling with the issue of terrorism and, hence, emergency management since its establishment, the respective public education and awareness in the U.S. is underdeveloped. Although progress has been achieved since 9/11, it still “fall[s] far short of the ultimate objective of a prepared and engaged citizenry.”<sup>99</sup> Polls inquiring about readiness of American public for natural or manmade disasters reveal that as questions on preparedness get specific, the percentage of Americans providing affirmative answers drop dramatically.<sup>100</sup> Yet, American public also admits not feeling confident in its ability to respond to or protect against a terrorist attack.<sup>101</sup> This is partly explained by the fact that citizen preparedness appears not to be prioritized within the national preparedness approach. Yet, no matter how prepared local/state and federal authorities are for emergencies, successfully managing a disaster is likely to prove far more difficult, if not impossible, as long as citizens are not prepared and engaged in how best to protect themselves and their families. Owing to deep-seated structural and cultural differences between the two countries, a wholesale replication of the Israeli efforts on public education and awareness on terrorism is not appropriate or desirable in the U.S. The following recommendations are intended to be practical and general suggestions to strengthen American efforts on public education and awareness on terrorism:

- Public preparedness should be treated as one of the essential core elements of national preparedness; education campaigns on terrorism should reflect that emphasis—

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<sup>99</sup> John Solomon, “In Blogger Roundtable Interview, DHS Secretary Chertoff, FEMA Head Paulison Offer Next Administration Advice on Preparing U.S. Public for Catastrophic Emergencies,” In Case of Emergency Read Blog, <http://incaseofemergencyblog.com/2008/07/03/dhs-secretary-chertoff-fema-administrator-paulison-offer-next-administration-advice-on-preparing-us-public-for-catastrophic-emergencies/>.

<sup>100</sup> FEMA’s Community Preparedness Division maintains a database of surveys on personal preparedness conducted since September 11, 2001. See <http://www.citizencorps.gov/ready/research.shtm>.

<sup>101</sup> Magumi Kano, Michele M. Wood, Dennis S. Mileti and Linda B. Bourque, “Public Response to Terrorism: Findings from the National Survey of Disaster Experiences and Preparedness,” Southern California Injury Prevention Research Center, California, November 12, 2008, <http://www.ph.ucla.edu/sciprc/pdf/NC+START+Descriptive+Report.pdf>.

federal programs should provide much stronger guidance and support for such programs at the local/state level.

- Efforts on mitigation and management of natural disasters do not always face the same challenges as efforts for counterterrorism do (the credibility of the terror threat in the eyes of the public, the pervasive and personalized psychological consequences of terrorism, etc.). Terrorism preparedness requires some measures that are different from those essential for preparedness for natural hazards. Due to the specific nature of terrorism as a form of psychological warfare, education of the public on how terrorists operate and how they attempt to manipulate public opinion is essential to building up public resilience in the face of this threat. It is necessary to pay adequate attention to terrorism, its consequences and the coping strategies for terrorism. Being prepared to provide a separate focus, should the U.S. terrorism threat level increase, is essential.
- There is a need for more systematic and comprehensive terrorism awareness and education programs in the United States. Such programs, however, must be structured and conducted to avoid being seen as “fear mongering” or as attempts to manipulate public opinion for other purposes.
- The official U.S. approach to public education on terrorism needs to incorporate more outreach and engagement. This could involve mailing basic preparedness material to every household, or providing such information in a way that will ensure universal and easy access (such as including that information in phone books). Similarly, the necessity and significance of preparedness should be promoted in various social networks to ensure citizens’ coming into contact with this issue with sufficient frequency to ensure that the message has been delivered effectively.
- There is need for research on social marketing of preparedness to the public. Effective terrorism awareness campaigns will frame citizen preparedness in a way that will appeal to and resonate with the American public. One possibility is that the perception of empowerment in the face of terrorist threat, rather than the perception of the magnitude of the terrorist threat, may prove more motivating to the American public in the sense of causing them to invest more heavily in preparedness.<sup>102</sup> People are more likely to learn and adopt a course of action if its practical benefits are clear. In other words, it is often the idea that their actions can make a difference in terms of their handling of a crisis situation successfully that which convinces people to take preparedness measures.
- Public education efforts should place a greater emphasis on advocating preparedness as a personal responsibility rather than solely the responsibility of the government.

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<sup>102</sup> A recent national survey concluded that those living in high-risk areas in the United States are not more knowledgeable about or better prepared for terrorism than those living in low-risk areas. See Magumi Kano, Michele M. Wood, Dennis S. Mileti and Linda B. Bourque, “Public Response to Terrorism: Findings from the National Survey of Disaster Experiences and Preparedness,” Southern California Injury Prevention Research Center, California, November 12, 2008, <<http://www.ph.ucla.edu/sciprc/pdf/NC+START+Descriptive+Report.pdf>>.



Framing the issue as a civic duty may prove motivating. Jaffrey A. Larsen and Tasha L. Pravecek in their report entitled “Comparative U.S.-Israeli Homeland Security” argue that:

Citizen responsibilities regarding preparation for and response to attack are treated very differently in the United States and Israel. The United States has **recommended** that individual citizens undertake many actions in preparation for a natural disaster or terror attack. By contrast, the Israeli government has **mandated** that its citizens be adequately prepared. By ensuring appropriate preparation prior to attack or major disaster, the Israelis reduce potential casualties [emphasis added].<sup>103</sup>

- The Israelis begin educating their citizens early—in kindergarten. This generational approach ensures a culture of resiliency. The U.S. should promote such preparedness beginning at an early age, in school settings.
- American programs on public education and awareness on terrorism should treat understanding psychological consequences of terrorism and response skills as a key part of public preparedness and resilience.
- A robust approach to American public preparedness for emergencies necessitates honest, precise, and balanced communication of the sensitive and alarming threats to the public, such as terrorism and use of weapons of mass destruction by terror movements. Communicating openly about terror with the public in general and children in particular is essential to preparing and informing the public properly about terror threat, establishing confidence in capabilities of counterterrorism authorities, and lowering public anxiety regarding terrorism. The national debate on emergency preparedness should treat terrorism as a major hazard with some very specific special requirements rather than as just another hazard for which undifferentiated all-hazard preparedness will suffice. Avoiding addressing the issue for fear that specific talk on terrorism would cause unnecessary anxiety risks inadequate public preparedness for a terror-related emergency. As one blogger commented:

[P]reparing for the 21st Century will require every American [to] face the specter of a major catastrophe happening to them, if only momentarily — which is exactly what we already do when buying life insurance, listening to a flight attendant’s cabin instructions or participating in a fire drill.<sup>104</sup>

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<sup>103</sup> Jaffrey A. Larsen and Tasha L. Pravecek, “Comparative US-Israeli Homeland Security,” Maxwell Air Force Base: USAF Counterproliferation Center, June 2006, <<http://www.dtic.mil/cgi-bin/GetTRDoc?AD=ADA461498&Location=U2&doc=GetTRDoc.pdf>>.

<sup>104</sup> John Solomon, “In Blogger Roundtable Interview, DHS Secretary Chertoff, FEMA Head Paulison Offer Next Administration Advice on Preparing US Public for Catastrophic Emergencies.”

## **SECTION II: PUBLIC PARTICIPATION IN SUSPICIOUS ACTIVITY REPORTING**

In response to increased terrorist attacks around the world over the past few decades, security has been increased to protect “hard” targets, such as government buildings and military facilities. As a result, some terrorists have shifted to attacking lesser protected “soft” targets, including public transportation, restaurants, hotels, schools, office buildings, and shopping centers. This change in emphasis has increased the terrorist threat level pertaining to civilians.

Research on terrorist groups and analysis of terrorist attacks have led to a better understanding of behaviors and actions that are likely to precede an incident in the months, days, or minutes leading up to the event. Such pre-incident behaviors provide opportunities for intervention within each stage of attack preparation. Terrorists must acquire weapon materials, conduct surveillance, move between locations, and test security measures, all of which are activities that are likely to bring them in contact with the general public.

The public, in the course of their daily activities, may come across things that “just don’t look right,” whether it be a person behaving strangely or an object that seems out of place. It is likely that, when faced with these persons or objects, the public does not know what to do or how to determine if what they see constitutes a threat or requires some kind of intervention.<sup>105</sup> Given proper guidance on what constitutes “suspicious” with respect to terrorist activity, as well as what to do in the event that one identifies something suspicious, an aware public is capable of serving as a force-multiplier with law enforcement and intelligence agencies in helping to prevent terrorist attacks from occurring.

The following section provides a review of Israeli and U.S. approaches for enlisting the public to help prevent acts of terror. Information is provided on various initiatives and programs that have been implemented, or are in the process of being developed. In the case of Israel, which has employed this approach for years, examples are provided— anecdotal and otherwise—of the various ways in which public involvement takes place. In the U.S., where Suspicious Activity Reporting (SAR) programs are still in the developmental stages, initiatives underway to establish the groundwork for these programs (such as training programs, information-sharing mechanisms) are discussed; opposition to SAR efforts based on privacy and civil liberties concerns are addressed; and examples of federal, state, and local SAR programs are also provided. Furthermore, for both countries, information sharing mechanisms are discussed, including how the public provides information to the authorities, as well as how the various agencies involved communicate with each other in order to respond to tips.

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<sup>105</sup> Citizen Corps, *Personal Preparedness in Americas: Finding from the Citizen Corps National Survey*, upcoming publication.

## **Public Participation in Suspicious Activity Reporting in Israel**

Because Israelis live under constant high threat of terrorist attacks, they are, for the most part, understandably security-minded. Israelis realize that they are living in an environment where there are people who are trying to attack them and that they must be constantly aware of their surroundings. Preventive security measures such as searching car trunks at the entrance to mall parking lots, searching purses at the entrances to stores and restaurants, and the use of metal detectors are standard and are accepted as a part of daily life.

Israel has effectively utilized the public as a source of manpower in preventing potential terrorist attacks. The country has enlisted the public as a “National Watch System,” instructing them to be aware of and to report suspicious persons, objects, and vehicles. IN addition to police volunteers and the Civil Guard, the general public has been extraordinarily helpful in providing useful warning information to the Israeli National Police. Through public engagement and preemptive measures, the Israeli National Police has managed to thwart many planned terrorist attacks in Israel.

Dr. Ariel Merari, head of the Center for Political Violence at Tel Aviv University and a leading researcher on suicide bombings in Israel, points to public participation as being “one of the cornerstones of Israeli defensive measures against terrorism in the domestic arena.”<sup>106</sup> Merari adds:

Much of Israel’s success in thwarting terrorist bombings can be attributed to public awareness. The majority of explosive devices planted in public sites such as bus stations, supermarkets, and shopping centers have been discovered by civilians who were able to alert the police before the bombs went off. Public alertness has been encouraged by police advertisements on television and other media, but the main reason for this high-level alertness has undoubtedly been the Israeli public’s identification with the struggle against terrorism.<sup>107</sup>

### ***Israeli Threat Environment***

There was a significant increase in the number of bombing attacks in Israel beginning in 2001.<sup>108</sup> This surge in bombings has been attributed to the Palestinian intifada or uprising

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<sup>106</sup> Ariel Merari, “Israel’s Preparedness for High-Consequence Terrorism,” BCSIA Discussion Paper 2000-30, ESDP Discussion Paper ESDP-2000-02, John F. Kennedy School of Government, Harvard University, October 2000, <<http://stg415.tripod.com/class%20docs/Israel's%20Preparedness%20for%20High%20Consequence%20Terrorism.pdf>>.

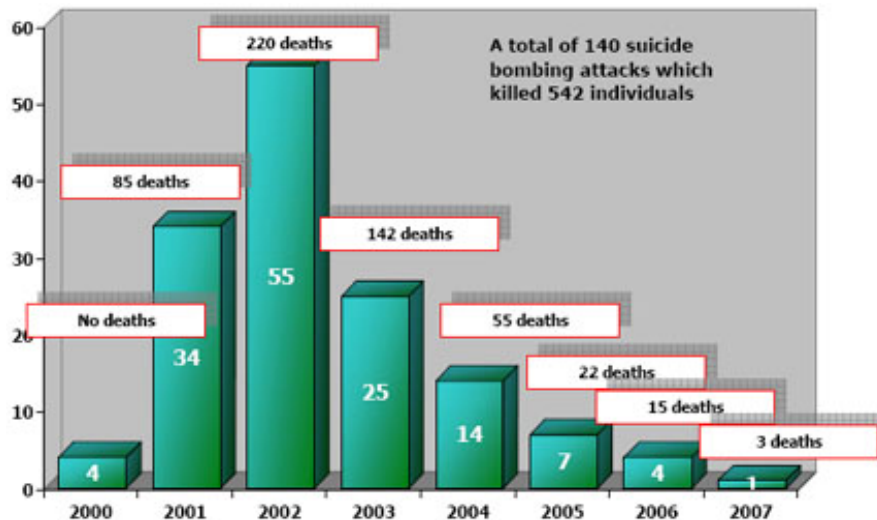
<sup>107</sup> Ibid., p. 7.

<sup>108</sup> U.S. Department of State, *Significant Terrorist Incidents 1961-2003: A Brief Chronology*; Israel Ministry of Foreign Affairs, *Suicide and Other Bombing Attacks in Israel Since the Declaration of Principle*.

that broke out in 2000.<sup>109</sup> The attacks were perpetrated primarily by Hamas, Palestinian Islamic Jihad (PIJ), and Al Aqsa Martyr's Brigades. Attacks were aimed at a variety of targets, many of which were known to be frequented by large groups of the general public. Common targets included buses, bus stops, bus/train stations, border crossings and checkpoints, intersections on busy streets, restaurants, schools, shopping malls, and supermarkets.

The graphic below (Figure 15), from the Ministry of Foreign Affairs, depicts the frequency and lethality of suicide bomb attacks in Israel between 2000 and 2007. It is easy to see the spike in attacks in 2001 and 2002, followed by a steady decline in attacks starting in 2003. According to some experts, "good intelligence, relentless military pursuit and a vigilant public—not technological innovation—is [sic] behind most of Israel's success in stopping bombers."<sup>110</sup>

**Figure 15: Suicide Terror Attacks in Israel (2000-2007)**



**Source: Israeli Ministry of Foreign Affairs**

Israel must address threats not only from external Palestinian forces, but also from a growing number of internal cells of Israeli-Arabs.<sup>111</sup> Many suicide attacks in Israel have originated from within its borders, and because these perpetrators have grown up in Israel, they are well-integrated and very hard to distinguish from other Israelis. They look, dress, speak and act like rest of the Israelis, as well as work among them. They have been issued Israeli ID cards and can pass easily

<sup>109</sup> "Israeli Killed in Suicide Bombing," *BBC News*, February 4, 2008, <[http://news.bbc.co.uk/go/pt/fr/-/hi/world/middle\\_east/7225775.stm](http://news.bbc.co.uk/go/pt/fr/-/hi/world/middle_east/7225775.stm)>.

<sup>110</sup> Gavin Rabinowitz, "Israeli Vigilance Cuts Suicide Bomb Attacks," Associated Press, July 15, 2005.

<sup>111</sup> According to an interview conducted on January 12, 2009 with Colonel Shlomi Mayan, there are approximately 1.5 million Arab-Israelis currently living within Israeli borders, resulting in a "growing threat from internal groups/cells."

through checkpoints. Due to this threat environment, the ability to recognize suspicious behaviors had to become second nature for Israelis.

### ***Terror: Let's Stop it Together***

The vigilance of the public in Israel is due in part to a number of factors discussed in this report, including education, training programs, and communications addressing both the terror threat and the public's role in preparedness and response. An important practice that cuts across both of these areas involves educating and informing the public about the types of individuals, vehicles, and objects that should be considered suspicious and indicative of a potential terror attack.

The Israeli public has been asked to help identify those things that “just don’t look right,” and they have been advised on what to do—including who to contact and how to

behave—in the event that they come across a suspicious person or object. Some estimates indicate the effective implementation of this “National Watch System” has resulted in the police preventing over 90% of terrorist attacks against Israel.<sup>112</sup>

### **Guidance to the General Public**

The Israeli Police and the Israeli Home Front Command have provided guidance to the public on how to spot potential persons, objects, or vehicles in order to help prevent bombings and other terrorist attacks.

The Israeli Police, through its Community and Civil Guard Department, started a campaign in 2002 entitled “Terror – Let’s Stop it Together.” Pamphlets (Figure 16) were issued to the public that provided guidance on the following: suspicious signs that can give away a suicide bomber, including external appearance, suspicious behavior, and

**Figure 16: “Terror – Let’s Stop it Together” Brochure (2002)**



Source: Israeli National Police

suspicious equipment; how to identify a suspicious vehicle; what to do in the event you suspect something; how to behave if you find yourself around a suicide bombing or shooting; what to do during a terrorist attack; and what to do as a terror incident

<sup>112</sup> Manhattan Institute’s Safe Cities Project, “Hard Won Lessons: Policing Terrorism in the United States,” July 2005, p. 22, <[http://www.manhattan-institute.org/pdf/scr\\_03.pdf](http://www.manhattan-institute.org/pdf/scr_03.pdf)>.

is over. In addition to distributing educational booklets, the Israeli Police posted the brochure on its website in both Hebrew and English.

The Israeli Home Front Command issues guidance for the public that focuses both on preparation for potential threats, as well as what to do if a manmade or natural emergency occurs. The Home Front Command website issues guidance for the public on how to behave in a terrorist attack; how to identify suspicious objects, vehicles, or persons; and what to do when suspicious objects, vehicles, or persons have been identified.

The Home Front Command provides the following identifiers and recommended actions:<sup>113</sup>

- A **suspicious object** is an unfamiliar object that, because of its location, arouses suspicion, that it may have been placed to cause injury and destruction. Weapons and ammunition of unknown origin, “finds,” seemingly innocent objects that look as if they have been forgotten—these might all be used for the purpose of sabotage.
  - If you see an ownerless bag, box, sack or any other objects lying in a public or private area – do not touch, open, look into or move it! The object is liable to explode at any second. Do not ignore it, and do not hesitate – act at once! Do not approach the object and do not join the crowd that may have gathered around it. Move away from the object, warn passers-by and ask them to move away from the object. Call the 100 police hotline. Ask another person to warn passers-by of the danger. Give the police the exact location of the object, and provide a precise description of it.
- A **vehicle** is defined as **suspicious** if it is parked in an atypical place; if the vehicle is parked for a long period of time in a no-parking zone; if the driver of the vehicle looks suspicious; if the driver is unfamiliar with the area and seems particularly nervous; if the vehicle seems particularly heavily loaded; or any other reason that would cause suspicions about the vehicle.
  - If you have identified a vehicle as suspicious, treat the suspicious car or truck as if it contains weapons. Do not touch the vehicle, and do not attempt to open it. Make sure people move away from the vehicle, and close off access routes to the street to prevent people from entering the area. Inform the police immediately, give the exact location of the vehicle, and explain the reason(s) you consider it suspicious.
- A **suspicious individual** is a person whose demeanor arouses suspicion. This person’s behavior is unusual, strange, and out of the ordinary. Signs that arouse suspicion include: the individual seems excited and/or nervous, or is perspiring more heavily than normal; the individual seems to be secretly cooperating and communicating with various people, making various signs and gestures in their direction; the individual’s appearance is odd, and doesn’t seem to fit his/her personality, or his/her clothing is not seasonal (such as wearing a heavy coat on a hot day); or the individual gives the impression s/he is hiding weapons in his/her clothing.

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<sup>113</sup> Home Front Command, “How to Behave in a Terrorist Attack,” <[http://www.oref.org.il/318-en/PAKAR.aspx#paragraph\\_0](http://www.oref.org.il/318-en/PAKAR.aspx#paragraph_0)>.

- If you have identified a person as suspicious, maintain eye contact with him/her, and, in as unobtrusive a manner as possible, report your suspicions to security forces and/or people in charge (the administrator or guard of an institution, a driver or guard on public transportation). To the extent possible, keep the suspicious individual away from others in the location, and try to keep a crowd from forming.

### **Educating Kids about Suspicious Activities and Objects**

In addition to educational programs directed at the general public, there are programs in place to promote awareness among Israeli youths. Both the bomb squad and the Israeli National Police visit schools to instruct children on the specifics of how to recognize suspicious behavior and to avoid suspicious objects. Children are taught to avoid contact with strangers or bags left unattended. Videos, computer programs, TV shows, and posters have been created to present different scenarios and to promote awareness among children. For example:

- Videos presenting suspicious situations from the point of view of a child have been developed and are shown in schools.
- Computer programs have been designed to teach and educate children about suspicious objects and behaviors.
- Educational TV stations have developed and aired shows designed specifically for raising awareness among children.
- Colorful and attractive posters are displayed at all educational facilities as a constant reminder of the proper actions to take in the case of coming across a suspicious object.

Promotional and educational materials have been designed with the intention of attracting kids to read them and are taught in a manner that kids can relate to. Educating children to recognize suspicious behavior has proven effective in attempting to ensure their safety and the safety of others. For example, after a 2005 suicide bombing in a Netanya shopping mall, reports came out that a young girl had called the police before the attack to report suspicious behavior by an individual who turned to be a suicide bomber.<sup>114</sup> Although the police response came too late to prevent the attack, this event demonstrates that educating schoolchildren to recognize suspicious behavior or objects can result in preventing terror attacks.

Additionally, there have been documented instances where an emergency has occurred and only the children knew the proper procedures for dealing with the situation. Promoting education and awareness among second-generation children of immigrants who do not speak Hebrew has also proven to be very helpful in educating their parents about proper emergency procedures.

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<sup>114</sup> Interview with Shlomi Mayan, (retired) Colonel of IDF, January 12, 2009.

### ***Public Reporting Mechanism***

The National Police are the primary point of contact for the public to report suspicious persons, activities, or objects. The vast majority of public information is provided via the telephone. There is one telephone number, “Dial 100,” that is used by the National Police to collect public tips. Israelis are well aware of the police hotline number as it is universally advertised. The same number serves the whole country; when the public calls the 100 police hotline, a smart router relays their call to the local law enforcement department. The Israeli National Police have not launched any formal public awareness campaigns since 2002. However, they remind the public on a regular basis to call the 100 Police hotline for any potentially suspicious objects, vehicles or persons, and not to touch or approach anything suspicious.

The National Police also maintain a website through which the public can provide tips or voice concerns, but this method is not used as frequently. In general, the police do not provide follow-up as to what measures were taken in response to tips, unless the person can provide supplemental information regarding an ongoing case.

In the past, the Israeli Security Authority (ISA) also sponsored a “tips hotline,” through which the public could relay information. However the hotline was terminated because, according to a former ISA Colonel who was interviewed for this study, the sheer volume of calls resulted in wasted efforts by the agency following up information that ultimately did not prove beneficial.<sup>115</sup>

### ***Processing of Reports***

As mentioned above, the National Police are responsible for collecting all information about potential threats. Public reporting is taken very seriously, and each report is processed. When a call comes through about a suspicious object, vehicle, or person, messages will be sent directly to relevant police forces as well as, if necessary, the bomb squad, via beepers so they can respond quickly and efficiently.

The National Police are also required to pass on all terror-related information to the ISA. While the National Police has its own in-house intelligence department, which deals with the majority of civilian warnings, most of the information they pass along to the ISA has not yet been vetted. According to those we interviewed for this study, for the most part, the police and ISA work together well and their process has worked efficiently.

### ***Roles and Coordination of the Various Agencies in Countering Terrorism***

Given the constant terror threat in Israel, it is essential that all relevant agencies work together closely to combat the threat. Transparency and communication between entities are crucial in preventing terror attacks. The interviews we conducted for this study revealed that due to the security environment in Israel, respective agencies made a conscious decision to coordinate their efforts and share information given the realization

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<sup>115</sup> Interview with Dror Ben Yaacov, (retired) Colonel, Israeli Security Agency, January 14, 2009.



that not doing so would be costly in terms of human life and material damage.<sup>116</sup> Many persons interviewed for this study also indicated that, relative to the U.S., inter-agency cooperation is easier to achieve in Israel due to its small size and number of intelligence agencies.<sup>117</sup> The four key players involved in intelligence information sharing include the Israeli Security Agency, the Mossad, the Israeli National Police, and the Israeli Defense Force (IDF).

Effective cooperation requires that these agencies have a clear understanding of their individual roles and responsibilities. There is a clear distinction between what the Home Front Command is responsible for and what the Israeli National Police is responsible for when it comes to combating terror. The Israeli National Police is responsible for the internal security in Israel. It protects against terrorist threats and responds to attacks. The army is responsible for fighting terror outside of Israel's borders or attacks on Israel originating from outside Israeli borders. Because Israel is under constant threat of attack, both from internal and external enemies, it is important that the Home Front Command and the Israeli National Police must not only work closely together but simultaneously.<sup>118</sup>

All agencies share information that could be useful in preventing terror attacks. In an attempt to ensure mutual exchange of information, the ISA hosts weekly meetings to discuss current situations and developing threats. Representatives from the IDF, National Police, and Mossad attend this meeting to share information and intelligence with their counterparts.<sup>119</sup> In addition to these formal discussions, many successful joint ventures occur through informal channels.<sup>120</sup> Although cooperation does not guarantee that the agencies will always agree with each other with respect to different situations, they are united in their front against terror and in facing intelligence challenges.

## **Public Participation in Suspicious Activity Reporting in the United States**

Several programs have been established within the U.S. to encourage public vigilance and participation in countering terrorism by reporting suspicious activities and items. In contrast to Israel, however, SAR programs in the U.S. are still in the developmental stages. Domestically, the U.S. is in the process of establishing the groundwork for more widespread SAR programs, including:

- Developing government-wide initiatives aimed at identifying what should be considered suspicious.

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<sup>116</sup> Interview with Brig-Gen. Efi Tibi, October 7, 2008.

<sup>117</sup> Interview with Dror Ben Yaacov, (retired) Colonel, Israeli Security Agency, January 14, 2009.

<sup>118</sup> Interview with Itzhak Shadar Yatchko, Sergeant at Arms of the Israeli Parliament, January 14, 2009.

<sup>119</sup> Interview with Shlomi Mayan, Colonel (retired) from the IDF, January 11, 2009.

<sup>120</sup> Interview with Itzhak Shadar Yatchko.

- Setting up information sharing mechanisms so that suspicious activity reports can be accessed at the appropriate federal, state, and local levels.
- Educating and training law enforcement officers for their new role in the war on terror, as the primary point of contact for the public.
- Addressing obstacles to SAR initiatives, namely, concerns about privacy and civil liberties.

### ***Developing Information Sharing Mechanisms***

Well-developed national information sharing mechanisms provide the framework for effective suspicious activity reporting by facilitating the ability to identify, analyze, and disseminate information regarding potential terrorist activities. The discussion of information sharing mechanisms—between the public, law enforcement, and intelligence agencies—is important and necessary, as it serves as the groundwork for suspicious activity reporting systems.

### **National Efforts to Develop Information Sharing Mechanisms**

Currently, the United States is in the early stages of developing the appropriate information sharing mechanisms. This difficult task is complicated by the need to integrate a vast number of entities across all levels of government and the law enforcement community.

#### *National Strategy for Information Sharing*

The White House released the National Strategy for Information Sharing (NSIS) in October 2007 in an attempt to develop a national approach to information sharing that integrates all relevant entities. According to the strategy, “improving information sharing in the post-September 11 world requires an environment that supports the sharing of information across all levels of government, disciplines, and security domains.”<sup>121</sup> The strategy is a major step forward in advancing information sharing among all levels of government in that it seeks to “establish a more integrated information sharing capability to ensure that those who need information to protect our Nation from terrorism will receive it and those who have that information will share it.”<sup>122</sup> An important component of the strategy is the call for the federal government to develop a plan to standardize the process for suspicious activity reporting that can be used across all levels of government.

#### *Information Sharing Environment*

In addition to the NSIS, the Information Sharing Environment (ISE) was also established. The purpose of the ISE, as required by the Intelligence Reform and Terrorism Prevention Act of 2004, is to facilitate information sharing among government entities, including supporting state and local efforts, by creating common standards and practices.

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<sup>121</sup> National Strategy for Information Sharing, p. 1.

<sup>122</sup> National Strategy for Information Sharing, p. 2.

Administered through the Office of Domestic National Intelligence (ODNI), the ISE “is an approach that facilitates the sharing of terrorism information.”<sup>123</sup> The ISE is not a new information mechanism; rather it “aligns and leverages existing information sharing policies, business processes, technologies, systems, and promotes a culture of information sharing through increased collaboration.”<sup>124</sup>

#### *Nationwide Suspicious Activities Reporting Initiative*

The Nationwide Suspicious Activities Reporting Initiative (NSI) is an effort to meet the SAR guidance in the President’s NSIS and objectives called for in the ISE. The NSI was released by the Program Manager for the Information Sharing Environment (PM-ISE) under ODNI. The purpose of the initiative is:

[T]o develop, evaluate, and implement common processes and policies for gathering, documenting, processing, analyzing, and sharing information about terrorism-related suspicious activities. The initiative will ensure that NSI participants at all levels of government adopt consistent policies and procedures that foster broader sharing of terrorism-related SAR.<sup>125</sup>

The Initiative is not a single program, but rather a “coordinated effort that leverages and integrates all SAR-related activities into a unified nationwide SAR capability.”<sup>126</sup> The ultimate goal of the initiative is to integrate all levels of government, especially law enforcement agencies, in a standard process for SAR.

#### *Suspicious Activity Reporting (SAR) Functional Standard*

The Suspicious Activity Reporting (SAR) Functional Standard (ISE-FS-200) is a cornerstone program under the NSI that facilitates the ability of various government entities to work together by establishing common SAR practices. The PM-ISE released the Functional Standard on January 25, 2008. The key purpose of the Functional Standard is to facilitate and enhance the horizontal and vertical flow of information. Specifically, “The ISE-SAR Functional Standard will support the sharing between Federal, State, local and tribal partners, of suspicious activity or incident information with a potential terrorism nexus.”<sup>127</sup> The Functional Standard defines SAR as “the process of documenting the observation of behavior that may be indicative of intelligence gathering

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<sup>123</sup> “Purpose & Vision of the Information Sharing Environment,” *ISE.gov*, <<http://www.ise.gov/pages/vision.html>>.

<sup>124</sup> *Ibid.*

<sup>125</sup> “Nationwide Suspicious Activities Reporting (SAR) Initiative,” *ISE.gov* <<http://www.ise.gov/pages/sar-initiative.html>>.

<sup>126</sup> *Ibid.*

<sup>127</sup> Fact Sheet: Suspicious Activity Reporting (SAR) Functional Standard for the Information Sharing Environment. It should also be noted here that the ISE-SAR Functional Standard is just one of several efforts of the NSI. It is also the first of many Common Terrorism Information Sharing Standards that will be developed as part of the NSI.

or pre-operational planning related to terrorism, criminal, or other illicit intentions.”<sup>128</sup> This Functional Standard represents a major effort by the federal government to enhance information sharing by providing substantive guidance for SAR that is applicable to all levels of government.

Although the Functional Standard is administered by the federal government, it is meant to provide national guidance for all homeland security partners. Moreover, the “Functional Standard can be used by non-Federal ISE participants, such as State and major urban area fusion centers, and State, local, and tribal law enforcement and homeland security organizations.”<sup>129</sup> Fusion Centers are seen as an important resource for processing and analyzing SAR-related information. They serve as links that facilitate the vertical and horizontal sharing of information between government entities. Fusion centers also represent a keen opportunity to implement the Functional Standard and other national guidance at the state and local level.

### **DHS Information Sharing Efforts**

#### *Fusion Centers*

In coordination with DOJ, the DNI, and the PM-ISE, DHS has focused much attention to the development of fusion centers. DHS views fusion centers as key to supporting and advancing SAR. During his testimony before the Senate Committee on Homeland Security & Governmental Affairs on July 23, 2008, Under Secretary for Intelligence and Analysis, Charles E. Allen, discussed the current DHS efforts to use fusion centers to enhance information sharing at the federal, state, and local levels. In the testimony Allen stated:

Fusion centers form a critical bridge for sharing information vertically between the Federal government and our partners, as well as horizontally across the States.<sup>130</sup>

Secretary Chertoff echoed the usefulness of fusion centers for SAR in a speech presented at the International Association of Chiefs of Police conference in November 2008. In the speech, Chertoff stated that DHS was in the process of revitalizing the fusion centers and such efforts highlight DHS’ actions to engage state, local, and tribal governments in information sharing and SAR:

We know one of the great lessons of 9/11 was the need to connect the dots. And, of course, some of those dots are collected overseas and then we have to connect them here at home, but a lot of the dots are connected

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<sup>128</sup> Information Sharing Environment (ISE) Functional Standard (FS) Suspicious Activity Reporting (SAR) Version 1.0, available from <as of February 18, 2009: <http://www.ise.gov/pages/ctiss.html>>.

<sup>129</sup> Fact Sheet: Suspicious Activity Reporting (SAR) Functional Standard for the Information Sharing Environment

<sup>130</sup> Testimony of Under Secretary for Intelligence and Analysis Charles E. Allen before the Senate Committee on Homeland Security & Governmental Affairs, “Information Sharing at the Federal, State, and Local Level,” July 23, 2008.

on the streets and roads of our American cities and towns. And it's important to make sure that in order to connect the dots, we can collect them in the first place. And that means we have to increase the way in which we are able to interact with our state and local law enforcement authorities to make sure we have top to bottom visibility into what might be suspicious activities.<sup>131</sup>

To further relationships among federal, state, local, and tribal governments and to help ensure that fusion centers serve as useful links for all levels of government, DHS created Fusion Center Guidelines in conjunction with the "Global Justice Information Sharing Initiative and the Criminal Intelligence Coordinating Council (CICC), a DOJ-sponsored group whose members include the Major City Chiefs, International Association of Chiefs of Police, Major County Sheriffs and many other law enforcement and public safety organizations."<sup>132</sup> Such efforts show a national, top-to-bottom approach for information sharing and subsequently SAR.

#### *DHS Information Sharing Mechanisms*

In addition to fusion centers, DHS is moving forward with additional programs to support information sharing. While the programs are not solely for the purpose of SAR, they lend to the creation of an information sharing environment that is conducive for SAR. Below is a brief overview of the programs:

- **Homeland Secure Data Network (HSDN)**—HSDN is a Secret-level classified portal and provides online access to the National Counterterrorism Center (NCTC) .
- **Homeland Security Information Network's "Intelligence" portal (HSIN-Intelligence)**—This is for official use only (FOUO-) level portal that provides intelligence products to "more than 8,000 people."<sup>133</sup>
- **Homeland Security State and Local Intelligence Community of Interest (HS SLIC)**—"[A] virtual community of intelligence analysts from across the country – currently, 1,000 members from 42 states, the District of Columbia, and six federal departments."<sup>134</sup>

Overall, DHS is still in the early phases of developing systems, processes, and procedures to support SAR. These efforts are part of the previously discussed larger ISE coordinated by the DNI and the PM-ISE, and support national, Department, and Agency internal SAR

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<sup>131</sup> Remarks by Secretary Chertoff to the International Association of Chiefs of Police, November 11, 2008, San Diego <[http://www.dhs.gov/xnews/speeches/sp\\_1227117095921.shtm](http://www.dhs.gov/xnews/speeches/sp_1227117095921.shtm)>.

<sup>132</sup> Testimony of Principal Deputy Under Secretary for Intelligence and Analysis Jack Tomarchio Before the Senate Committee on Homeland Security and Governmental Affairs Ad Hoc Subcommittee on State, Local and Private Sector Preparedness and Integration, "Focus on Fusion Centers: A Progress Report," April 17, 2008.

<sup>133</sup> Ibid.

<sup>134</sup> Ibid.

efforts.<sup>135</sup> Furthermore, these efforts are meant to be inclusive of homeland security partners at all levels of government and, as Allen's testimony states, "by designing a system that incorporates procedures and actions that begin at the State, local, and tribal levels, and are supported at the Federal level, DHS's ability to review, analyze, and further disseminate important information that is collected by non-Federal partners is significantly enhanced."<sup>136</sup> These principles provide a foundation for DHS to develop a nationally collaborative and integrated system to support information and more specifically SAR.

### ***Law Enforcement Terrorism Training and Education***

In the wake of the 9/11 attacks it became even more evident that law enforcement officers within the U.S. should play a valuable role in countering terrorism. Before implementing SAR initiatives that enlist the public, it is necessary to ensure that federal, state, local, and tribal law enforcement officials—who will be the public's primary point of contact—have an adequate understanding of terrorism and the types of activities that could be considered suspicious.

In October 2008, representatives from the Bureau of Justice Assistance (BJA), DOJ; the Major Cities Chiefs Association (MCCA); DOJ's Global Justice Information Sharing Initiative (Global); the Criminal Intelligence Coordinating Council (CICC); DHS; and the Federal Bureau of Investigation (FBI) released "Findings and Recommendations of the Suspicious Activity Report (SAR) Support and Implementation Project." This report provided a series of recommendations related to officer training programs, stressing the necessity for personnel at all levels to be able to recognize the behaviors and incidents that represent terrorism-related suspicious activity. According to the report, training should:

- Emphasize that all personnel, regardless of position, have an important role in the collection, processing, analysis, and reporting of SAR data.
- Emphasize that SAR reporting is based on observable/articulable behaviors and not individual characteristics such as race, culture, religion, or political associations.
- Include the protection of privacy and civil liberties.
- Instruct personnel on how to use new reports and/or technology.<sup>137</sup>

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<sup>135</sup> Testimony of Principal Deputy Under Secretary for Intelligence and Analysis Jack Tomarchio Before the Senate Committee on Homeland Security and Governmental Affairs Ad Hoc Subcommittee on State, Local and Private Sector Preparedness and Integration, "Focus on Fusion Centers: A Progress Report," April 17, 2008.

<sup>136</sup> Testimony of Under Secretary for Intelligence and Analysis Charles E. Allen before the Senate Committee on Homeland Security & Governmental Affairs, "Information Sharing at the Federal, State, and Local Level," July 23, 2008.

<sup>137</sup> "Findings and Recommendations of the Suspicious Activity Report (SAR) Support and Implementation Project," October 2008. ADD REST OF CITATION

Officer training programs, such as State and Local Anti-Terrorism Training (SLATT), have been expanded to address specific groups and organizations that may pose a danger to America going forward.<sup>138</sup> In California, the Los Angeles Police Department (LAPD) has developed a list of “terrorist attack plotting” activities that has been incorporated into officer training, as well as guidance on how to standardize inclusion of suspicious activity information in police reports.<sup>139</sup> These and other programs are helping to provide the education and training necessary to promote pre-incident awareness, stressing both prevention and interdiction.

Community policing initiatives have also been reinvigorated in recent years. Community policing provides a critical link between law enforcement officers and the communities they represent. Law enforcement officers are encouraged to develop and maintain relationships with members of their communities, who are able to provide early warning indicators, including those that could be related to terrorist activities. Recent efforts within the law enforcement community are focused on helping officers to be proactive about terrorism, to identify appropriate community stakeholders, and to develop partnerships with members of the community to ensure that relevant information is collected—all with the focus on prevention and assuring that racial or ethnic profiling does not occur. COPS is also promoting efforts to strengthen partnerships between law enforcement officers and private security officers, who can serve as force multipliers and are well-positioned to identify suspicious activities.<sup>140</sup>

### ***Hurdles to Public Receptiveness – Privacy and Civil Liberties Concerns***

Before providing examples of SAR initiatives that have been implemented in various parts of the U.S., it is important to get an understanding of the obstacles that have been encountered when trying to establish such programs in the United States. While the Israeli public seems to accept reporting of suspicious and potentially terrorism-related activities as their “civic duty” and a necessary component of homeland security, the American public appears to be more wary of and less receptive to the practice.

Some members of the public, civil liberties groups, and government officials, have expressed concerns in the past about attempts to develop suspicious activity reporting systems for potential terrorist threats. For example, after much protest and debate, the Homeland Security Act of 2002 (Section 880) prohibited the development of the proposed national ***Terrorism Information and Prevention System (TIPS)***.<sup>141</sup> “Operation

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<sup>138</sup> “About SLATT,” Bureau of Justice Assistance, State and Local Anti Terrorism Training (SLATT) Program, <<http://www.slatt.org/about.aspx>>.

<sup>139</sup> LAPD efforts described in more detail below.

<sup>140</sup> According to interviews conducted for this study, private security officers are present in many locations in Israel and are often the first to respond to reports of suspicious items or behaviors.

<sup>141</sup> Homeland Security Act of 2002, Section 880, Prohibition of the Terrorism Information and Prevention System, “Any and all activities of the Federal Government to implement the proposed component of the Citizen Corps known as Operation TIPS (Terrorism Information and Prevention System) are hereby prohibited.”

TIPS,” which was to be administered by the DOJ in conjunction with several other federal agencies, was heavily contested by those who said the system would enable “Americans to spy on one another.”

The goal of the TIPS program, which would have become a component of Citizen Corps, was to “establish a reliable and comprehensive national system for reporting suspicious, and potentially terrorist-related, activity.” The Citizen Corps website further described the program as follows:

The program will involve the millions of American workers who, in the daily course of their work, are in a unique position to see potentially unusual or suspicious activity in public places ... These workers will use their common sense and knowledge of their work environment to identify suspicious or unusual activity. This program offers a way for these workers to report what they see in public areas and along transportation routes. All it will take to volunteer is a telephone or access to the Internet as tips can be reported on the toll-free hotline or online. Information received will be entered into the national database and referred electronically to a point of contact in each state as appropriate ... By establishing one central reporting center, information from several industries can be maintained in a single database.<sup>142</sup>

Those who protested Operation TIPS expressed concerns that the “un-American” system violated privacy rights and feared that it would result in tips based on personal bias and racial or ethnic profiling. It would appear that much of the opposition to TIPS was based on the premise that it planned to enlist workers who had access inside people’s homes, including utility workers, letter carriers, and cable installers. There were also concerns about how the data would be stored and who would have access to it. Objectors pointed out that there was no mention of a mechanism to ensure that false reports would be removed from the system, so as not to cause “irreparable harm” (that is, negatively impact employment or financial matters) to those who were falsely accused. Opposition was also based on the concern that the system would overburden law enforcement personnel, resulting in a significant amount of time and resources being spent to follow up on unsubstantiated tips.

The American Civil Liberties Union (ACLU) has been very vocal about their opposition to “domestic intelligence gathering” programs, such as those that involve the collection of suspicious activity reports. They are also critical of fusion centers and the role they play in storing and disseminating information about American citizens. According to one ACLU report:

It is becoming increasingly clear that fusion centers are part of a new domestic intelligence apparatus. The elements of this nascent domestic intelligence surveillance system include: watching and recording the everyday activities of an ever-growing list of individuals; channeling the flow of resulting reports into a centralized security agency; sifting

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<sup>142</sup> Citizen Corps, “Operation TIPS: Terrorist Information and Prevention System,” July 2002, <<http://www.citizencorps.gov/tips.html>>.



through [“data mining”] these reports and databases with computers to identify individuals for closer scrutiny. Such a system, if allowed to permeate our society, would be nothing less than the creation of a total surveillance society... Suspicious activity report [SAR] policing opens the door to racial profiling and other improper police behavior, and exposes law-abiding people to government prying into their private affairs without just cause.<sup>143</sup>

Concerns about privacy and civil liberties are being addressed by those who sponsor SAR initiatives. As noted above, the “Findings and Recommendations of the Suspicious Activity Report (SAR) Support and Implementation Project” highlighted privacy rights and the protection of civil liberties as an important component of law enforcement training programs. The workgroup, comprised of law enforcement and intelligence community representatives, advised the following:

- Agencies should evaluate and update, if necessary, their privacy and civil liberties policy to ensure that the gathering, documenting, processing, and sharing of information regarding terrorism-related criminal activity are specifically addressed.
- The policy should be transparent and communicated with the public, community organizations, and other groups as appropriate.
- Consistent with federal, state, and local statutory and regulatory requirements, agencies should ensure that key privacy-related issues—such as accuracy, redress, and purging—are addressed in their existing privacy and civil liberties policy.<sup>144</sup>

### ***Federal SAR Initiatives***

While larger-scale SAR initiatives are still in the developmental stages, a number of campaigns have been launched, calling on various members of the public to be on the lookout for and to report suspicious and potentially terrorism-related behaviors. Programs have been established to protect highways, waterways, public transportation, businesses, and neighborhoods. Various members of the public—including those in the banking sector who deal with financial transactions, recreational boaters who spend time on the nation’s waterways, school bus drivers and truckers who spend time on our roads, and those who ride subways and metros—are encouraged to remain vigilant and to report a range of activities or behaviors that “just don’t look right.”

These SAR initiatives vary in scale, scope, and funding sources. Some are federally administered and/or federally funded, while others are funded at the state and local level. Examples of a range of initiatives are described in more detail below. These examples are

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<sup>143</sup> Mike German and Jay Stanley, “ACLU Fusion Center Update,” July 2008, <[www.aclu.org/pdfs/privacy/fusion\\_update\\_20080729.pdf](http://www.aclu.org/pdfs/privacy/fusion_update_20080729.pdf)>.

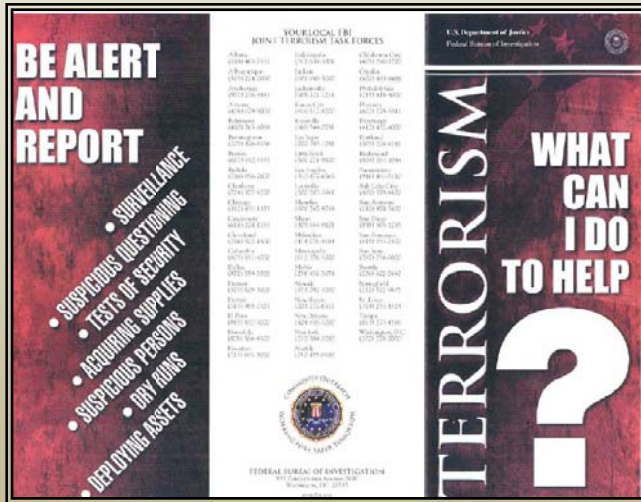
<sup>144</sup> “Findings and Recommendations of the Suspicious Activity Report (SAR) Support and Implementation Project,” October 2008, <[http://www.it.ojp.gov/documents/SAR\\_Report\\_October\\_2008.pdf](http://www.it.ojp.gov/documents/SAR_Report_October_2008.pdf)>.

intended to provide a sample of the types of programs that exist and are not comprehensive of all the efforts currently underway.

## Department of Justice, Federal Bureau of Investigation

The FBI hosts a website where the public can report suspected terrorism or criminal activity (<https://tips.fbi.gov>). The website indicates the information provided will be “reviewed promptly by an FBI special agent or a professional staff member.”

**Figure 17: FBI Brochure on Terrorism: What can I do to help?**



Source: FBI

The Bureau, through its Joint Terrorism Task Forces (JTTF), has developed guidance in the form of a brochure that is available online and through its offices. The brochure, “Terrorism: What Can I Do to Help?” defines terrorism, the Bureau’s role in investigating terrorism, and what the public can do to help prevent terrorist acts (Figure 17).

The brochure provides guidance on suspicious activities that are of interest to the Bureau and should be

reported to the closest JTTF (a listing of all JTTFs is provided) or police department. These activities include: surveillance, suspicious questioning, testing of security, acquiring supplies, identifying suspicious persons, observing dry runs, and deploying assets.

In response to specific intelligence reporting of possible threats, the FBI has also offered guidance (sometimes in the form of informational bulletins or advisories) to various segments of the population to be aware of activities that could be considered suspicious. In 2002, for example, in response to concerns that terrorists could be plotting to rent out apartments in various areas and rig them with explosives, the Bureau disseminated an advisory to apartment managers and owners. The advisory encouraged vigilance and identified some activities that could be suspicious, including: rental payments made in cash, unfurnished apartments, use of street telephones, and week-to-week or month-to-month rentals.<sup>145</sup> To follow up the FBI advisory, the New York Police Department

<sup>145</sup> Advisory was referenced in “U.S. Detects ‘Enhanced’ Threat of a New Attack,” ABC News, May 19, 2002, <<http://www.abc.net.au/news/newsitems/200205/s558774.htm>> and “N.Y. Boosts Security after Terror Warning,” CNN.com, May 21, 2002, <<http://archives.cnn.com/2002/US/05/21/ny.terror/>>. Additional information was drawn from:

(NYPD) scheduled a meeting with 250 New York landlords and representatives of building owners to discuss ways to keep their properties safe from terrorists and how to spot and report suspicious activity.<sup>146</sup>

### *InfraGard*

The FBI and other federal agencies engage the private sector through the InfraGard Program, which is “an association of businesses, academic institutions, state and local law enforcement agencies, and other participants dedicated to sharing information and intelligence to prevent hostile acts against the United States.”<sup>147</sup> The program was established in 1996 to engage academia and the information technology industry in supporting the Bureau’s efforts to investigate cyber-related issues. Over the years, InfraGard has expanded to address infrastructure protection in addition to cyber threats.

The goal of the InfraGard Program is “to promote ongoing dialogue and timely communications between members and the FBI. InfraGard members gain access to information that enables them to protect their assets and in turn give information to government that facilitates its responsibilities to prevent and address terrorism and other crimes.”<sup>148</sup> InfraGard provides education and training on counterterrorism and counterintelligence to its members, and alerts them to relevant threat advisories and warnings. Membership is open to all companies and industries.

### **State Department – “Rewards for Justice”**

The Rewards for Justice Program, created in 1984, is administered by the U.S. Department of State’s Bureau of Diplomatic Security, and provides monetary rewards of up to \$25 million for information that prevents or favorably resolves acts of international terrorism against U.S. persons or property worldwide.

The intent of the program is to provide a monetary incentive to report suspicious activity occurring domestically and abroad. The program seeks actionable information, specifically, “information regarding the identification or location of a key leader in an international terrorist organization.” The public (international and domestic) can provide tips or information through the website or by calling 1-800-US REWARDS.

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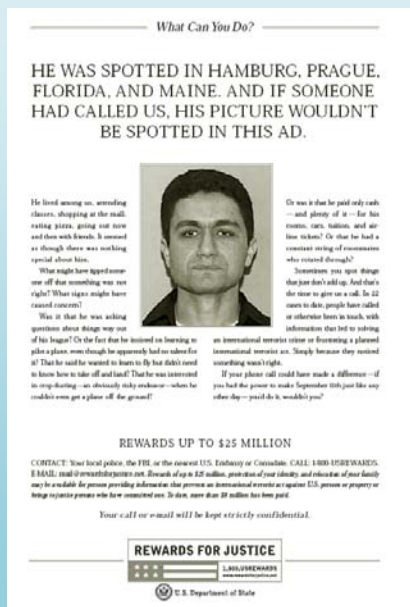
National Multi Housing Council, “Los Angeles Anti-Terrorism Guidelines to Apartment Owners,”  
<<http://www.nmhc.org/Content/ServeContent.cfm?IssueID=318&ContentItemID=2500&siteArea=Topics>>.

<sup>146</sup> “Metro Briefing, New York: Manhattan: Landlords To Meet On Security,” The New York Times, June 3, 2002,  
<<http://query.nytimes.com/gst/fullpage.html?res=950CE4DA133AF930A35755C0A9649C8B63>>.

<sup>147</sup> InfraGard Website, “About InfraGard,” <<http://www.infragard.net/about.php>>.

<sup>148</sup> Ibid.

**Figure 18: Rewards for Justice Campaign Poster**



Source: U.S. State Department

The text of one Rewards For Justice campaign poster (Figure 18) featuring a picture of Mohammed Atta, one of the 9/11 hijackers, reads: "Sometimes you spot things that just don't add up. And that's the time to give us a call. In 22 cases to date, people have called or otherwise been in touch with information that led to solving an international terrorist crime or frustrating a planned international terrorist act. Simply because they noticed something wasn't right. If your phone call could have made the difference—if you had the power to make September 11th just like any other day—you'd do it, wouldn't you?"

The State Department uses its website, which is available in 25 languages, to promote the Rewards for Justice program, along with posters, matchbooks, paid advertisements on the radio and newspapers, and other appropriate mediums. To date, the program has paid over \$77 million in rewards and was instrumental in

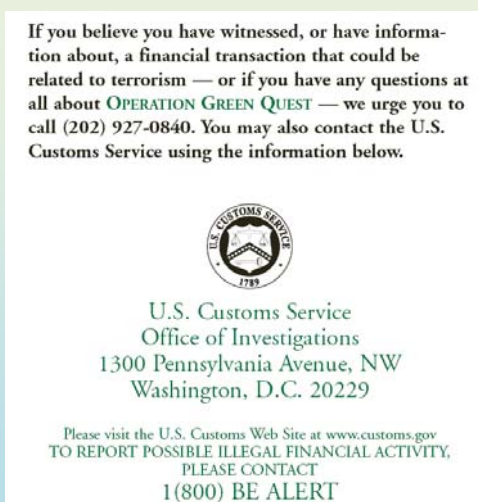
the arrest of Ramzi Yousef, perpetrator of the 1993 World Trade Center bombing.

### U.S. Customs Service and U.S. Department of Treasury – "Operation Green Quest"

Operation Green Quest (Figure 19), created in October 2001, is a multiagency program designed to investigate and disrupt funding for terrorist activities. It was originally created by the U.S. Treasury Department, and is now administered by the U.S. Customs

Service, with assistance from numerous U.S. agencies.

**Figure 19: Operation Green Quest Flier**



Source: U.S. Customs Service

The program's central focus is to investigate terrorist financing, which is done by government agents and analysts. However, an important part of the program is awareness outreach directed toward the financial industry. This partnership is intended to leverage the financial industry's knowledge to assist in the identification of terrorism related funding in the financial system—that is, to be the eyes and ears in the financial sector.

Figure 20: Red Flag Indicators



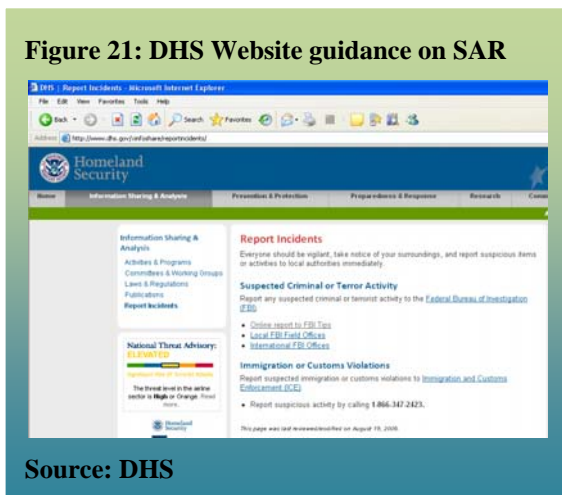
Source: U.S. Customs Service

The U.S. Customs Service states, “No government expertise can match the knowledge of those in the most affected industries—banking, accounting, stock and commodities brokering, to name just a few—in understanding the structural, procedural, administrative, managerial, functional, or other vulnerabilities that might exist in these systems.”

To support partnership, Operation Green Quest provides a list of “Red Flag” indicators as a reference for the financial industry (Figure 20). These red flags are potential indicators of suspicious activity and may warrant further scrutiny by the financial sector partners.

providing a list of indicators. Representatives from the program also provide presentations on terrorist financing to civilian employees working in the financial and business communities. To date, they have given more than 60 presentations to roughly 3,400 representatives of various organizations.<sup>149</sup> Participation by the financial industry is

voluntary. Outreach efforts also go beyond providing a list of indicators. Representatives from the program also provide presentations on terrorist financing to civilian employees working in the financial and business communities. To date, they have given more than 60 presentations to roughly 3,400 representatives of various organizations.<sup>149</sup> Participation by the financial industry is voluntary. This partnership is an example of an effort to promote suspicious activity reporting for a specific sector of the public by providing tailored guidance.



### Department of Homeland Security

The DHS website directs the public to “be vigilant, take notice of your surroundings, and report suspicious items or activities to local authorities immediately.” The site instructs the public to report any suspected criminal or terrorist activity to the FBI,

providing links to the Bureau’s domestic and international field offices as well as to its

<sup>149</sup> U.S. Customs Service, *Fact Sheet on Expansion of Operation Green Quest*, January 9, 2003, <[http://www.cbp.gov/xp/cgov/newsroom/news\\_releases/archives/cbp\\_press\\_releases/012003/01092003.xml](http://www.cbp.gov/xp/cgov/newsroom/news_releases/archives/cbp_press_releases/012003/01092003.xml)>.

online tip line (Figure 21). DHS also provides a separate telephone number for the public to report suspicious activity that could be related to immigration or customs violations.

### **U.S. Coast Guard – America’s Waterway Watch**

America’s Waterway Watch is a U.S. Coast Guard program that promotes public awareness of suspicious activities occurring around the nation’s waterways. Given the focus of protecting waterways, the program’s target audiences are those “who work, live, or recreate around water.” These groups are utilized because of their familiarity with boating and other water activities, and are thus well positioned to identify unusual activity as being potentially suspicious. Specifically the Coast Guard states, “as a person who spends much of your time on or near the water, you already know what is normal and what is not, and you are well suited to notice suspicious activities—activities possibly indicating threats to our nation’s homeland security.”

The target audience is asked “to adopt a heightened sense of sensitivity toward unusual events or individuals ... in or around ports, docks, marinas, riversides, beaches, or waterfront communities.”

The program provides basic guidance on how to make a proper description of a suspicious activity and who to contact. To report suspicious activity, the public is asked to call the National Response Center at 877-24WATCH, and 911 or marine channel 16 should be used to immediate emergencies. The program is intended to be a deterrent to terrorism and other crimes by increasing public vigilance. The Coast Guard uses brochures, posters, and the internet as its method to reach and educate the public. AWW is also taught as part of the Coast Guard’s boating safety classes.

### **USAonWatch**

Following the attacks of 9/11, USAonWatch was established to provide a terrorism awareness and prevention component to the existing Neighborhood Watch Program. Originally established in 1972, Neighborhood Watch was created and administered by the National Sheriffs Association, as a way to engage civilians in helping prevent crime in their communities. The USAonWatch & Neighborhood Watch program are funded by DOJ and are one of the four initiatives that comprise Citizen Corps.

USAonWatch provides an avenue for citizens to become active in homeland security efforts through participating in community events and encourages them to become more aware of their surroundings. The program is designed to provide a link between law enforcement and Neighborhood Watch Groups.

USAonWatch provides information, training, and technical support resources to assist local watch groups as well as law enforcement. A Watch Manual and Neighborhood Watch Toolkit Training guide are the two primary resources provided. The Watch Manual is broken up into two parts. Part one is “The Role of the Community in Neighborhood Watch” and part two is “The Role of Law Enforcement in Neighborhood Watch.” The Neighborhood Watch Toolkit Training is similar to a train-the-trainer program, where a law enforcement and/or a community leader of a Neighborhood Watch

group attends the training and takes the information back to the law enforcement agency or community, respectively.

### **School Transportation Security Awareness Program**

The School Transportation Security Awareness (STSA) program was developed by the Transportation Security Administration (TSA) in coordination with National Association of State Directors of Pupil Transportation Services, the National Association of Pupil Transportation and the National School Transportation Association. According to the TSA website:

STSA focuses on terrorist and criminal threats to school buses, bus passengers, and destination facilities. It is designed to provide school bus drivers, administrators, and staff members with information that will enable them to effectively identify and report perceived security threats, as well as the skills to appropriately react and respond to a security incident should it occur.<sup>150</sup>

STSA uses online and DVD training formats to cover core topics such as: Terrorism Defined; Who Are Terrorists?; Define And Identify A Security Threat; Define And Identify A Security Incident; Potential Weapons and The Probability Of Use; and Joint Planning Between Organizations.

### ***State and Local SAR Programs***

While the federal government has an important role in coordinating SAR standards and administering certain SAR efforts, as discussed above, state and local homeland security partners are the action agents for SAR in the US. Whether it is local law enforcement agencies or other entities, these partners represent the first line of detection for SAR. Terrorist attacks begin and end at the local level. Given this reality, state and local entities need to develop procedures and programs that support SAR. Furthermore, these procedures and programs should recognize the general public as a valuable tool for SAR. Preventing terrorism is a national responsibility that needs to engage citizens and governments at all levels. Many jurisdictions have recognized this need and implemented programs to support SAR at the state and local level. State and local programs also represent a source of potential best practices. Federal policy makers would be prudent to study any SAR best practices or lessons learned from the State and local programs.

Below is an overview of such programs. These are smaller scale programs/campaigns, more localized, and don't necessarily receive federal funding, and are not inclusive of all programs that exist nationwide. The section includes a discussion on programs from New York City, Boston, Los Angeles, and the state of Pennsylvania.

### **New York City**

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<sup>150</sup> Transportation Security Administration, "School Transportation Security Awareness," <[http://www.tsa.gov/what\\_we\\_do/tsnm/highway/stsa.shtm](http://www.tsa.gov/what_we_do/tsnm/highway/stsa.shtm)>.

New York City has developed a multi-phased campaign designed to educate and engage the public in helping to prevent attacks against public transportation. The Metropolitan Transit Authority (MTA) campaigns encourage users of public transportation to be aware of their surroundings and to report suspicious behaviors or objects. According to MTA Deputy Executive Director/Director of Security William Morange, “the help of passengers is critically important to maintaining a high level of security for the regional public transportation system. It is impossible for the police departments to be everywhere and see everything. Our passengers extend our reach and—by sharing their information—make the system safer.”<sup>151</sup>

Consistency throughout all the public awareness campaigns is a key part of MTA’s efforts. While the picture or graphic at the top of the poster varies depending on the campaign phase, all materials utilize the “If You See Something, Say Something” slogan, and direct the public to alert a police officer, train or bus operator, station personnel or call 888-NYC-SAFE (888-692-7233) in the event they identify something suspicious. This slogan has since become widely recognized. Since the phrase was first introduced by the New York MTA, dozens of municipalities in the U.S. and around the world have asked permission to use it in their own anti-terrorism campaigns.<sup>152</sup>

#### *Phase I – “If You See Something, Say Something”*

The first phase of the “If You See Something, Say Something” campaign was initiated in March of 2003. This iteration utilizes traditional advertising approaches to market the importance of situational awareness and the necessity of alerting appropriate authorities in the event that a suspicious behavior or object has been identified.

Poster advertisements are placed throughout the transit system to convey the importance of public awareness and action. The posters ask people to be alert to unattended packages; be wary of suspicious behavior; take notice of people in bulky or inappropriate clothing; report exposed wiring or other irregularities; and report anyone tampering with surveillance cameras or entering unauthorized areas. The posters also directs transit users to alert a police officer, train or bus operator, station personnel or call 888-NYC-SAFE (888-692-7233) in the event they witness something suspicious.

#### *Phase II – “The Eyes of New York”*

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<sup>151</sup> “‘Good Call’ Builds on Successful Security Campaign” *The MTA Newsroom*, <<http://www.mta.info/mta/news/newsroom.goodcall.htm>>.

<sup>152</sup> According to an article published in September 2008, the MTA has authorized 37 transportation authorities and government agencies from around the world to use the “If You See Something, Say Something” slogan in their own anti-terrorism campaigns (Pete Donohue, “From the MTA, New Ad, Same Message: If you See Something, Say Something,” *New York Daily News*, 11 September 2008, <[http://www.nydailynews.com/ny\\_local/2008/09/10/2008-09-10\\_from\\_the\\_mta\\_new\\_ad\\_same\\_message\\_if\\_you\\_.html](http://www.nydailynews.com/ny_local/2008/09/10/2008-09-10_from_the_mta_new_ad_same_message_if_you_.html)>. See also “MTA Newsroom: MTA Rolls out the ‘Eyes of New York’ Ad Campaign,” <<http://www.mta.info/mta/news/newsroom/eyesecurity.htm>>.



The second phase of the campaign, “The Eyes of New York,” was implemented to remind the public that continued vigilance on everyone’s part—from riders to workers to the bomb-sniffing dogs that patrol the system—is helping to keep subways, buses, and commuter rail lines safe.<sup>153</sup> According to MTA Executive Director Katherine N. Lapp, the goal of this phase was to “reinforce among our customers how important it is that they continue to be aware of their surroundings and to report suspicious activity or packages. As events in Madrid, London, and other cities have demonstrated, the threat of terrorism remains very real, and we need to remind ourselves not to become complacent.”<sup>154</sup>

The campaign materials provide specific reminders for riders asking them to be alert to such objects as unattended packages or luggage. Posters are displayed in the transportation system to convey the vigilance message.

*Phase III – “Please Take Your Things. Or We Will” and “Did Anybody Find a Black Briefcase?”*

**Figure 22: MTA campaign poster on vigilance**



Source: MTA

The third generation of the ad campaign was initiated in 2004. This phase featured a bomb-removal robot responding to a suspicious package and contains one of two phrases: “Please Take Your Things. Or We Will” or “Did Anybody Find a Black Briefcase?” This graphic illustration of the consequences of leaving a package unattended was created to remind riders that they need to remain vigilant about their own packages as well as suspicious objects left by others.

*Phase IV – “Good Call”*

The fourth generation of the campaign was initiated in 2005, following the subway and bus bombings in London. The premise of the campaign is to thank riders for being vigilant and to remind them of the importance of continuing to be aware of their surroundings. In addition to placing posters throughout subways, buses, and rail cars, the campaign utilized newspaper and radio advertisements (Figure 22).

<sup>153</sup> “MTA Rolls Out the ‘Eyes of New York’ Campaign,” MTA Newsroom, <<http://www.mta.info/mta/news/newsroom/eyesecurity.htm>>

<sup>154</sup> Ibid.

## **Boston**

In 2005, the Police Commissioner of Boston announced the city's plan to use federal homeland security funding to re-energize both neighborhood watch and community policing programs: "We're developing a curriculum so we can go out there and teach people living and working in our neighborhoods what to look for, and let them know ... how they can be our eyes and ears."<sup>155</sup> The Commissioner indicated that they would enlist outside consultants to develop sensitivity training to ensure that the initiative did not "create a community of vigilantes or people who are going to go out there inappropriately and single out certain ethnic groups."<sup>156</sup>

Part of Boston's homeland security strategy also includes a push to increase the number of neighborhood crime watch groups, which have diminished considerably since the mid-1990s. The Commissioner's goal was to increase the number of groups to 1,100, from approximately 200-300. "Whether its guns, gangs, drugs, or terrorism, we're going to build whatever we do on the backbone of community policing ... to enlist all of those people in our homeland security initiative will be just extraordinary."

Everett, Massachusetts, located a few miles north of Boston, houses several petroleum depots, chemical plants, and a liquefied natural gas terminal, making it potentially vulnerable to terrorist or illegal activity. As a result of its potentially high-value targets, the Everett Police Department offers a free one-hour training course to local residents on how to spot suspicious activities that could be related to terrorist (or criminal) activity.<sup>157</sup> The training program, which is adapted from a course developed by the Community Anti-Terrorism Training Institute (CAT Eyes), is meant to educate citizens about how terrorists operate, enabling them to be more attuned to suspicious activities in their neighborhoods. The Everett police department has indicated that it intends to set up a day to provide CAT Eyes training for all Everett city employees. Additionally, they have indicated they are working to adjust the course for the city's elderly residents. According to the police Sergeant there, "We're training more eyes and ears for the city."<sup>158</sup>

## **Los Angeles**

DHS Secretary Chertoff, in a speech before the International Association of Chiefs of Police (IACP) in November 2008, highlighted a SAR initiative in Los Angeles, California as an example of taking "(information) sharing to the next level."<sup>159</sup> The

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<sup>155</sup> Suzanne Smalley, "Boston Homeland Security Plan Relies on Watch Groups, Community Policing Earmarked for Funds," *Boston Globe*, May 30, 2005, <[http://www.boston.com/news/local/articles/2005/05/30/boston\\_homeland\\_security\\_plan\\_relies\\_on\\_watch\\_groups/](http://www.boston.com/news/local/articles/2005/05/30/boston_homeland_security_plan_relies_on_watch_groups/)>.

<sup>156</sup> Ibid.

<sup>157</sup> Caroline Louise Cole, "Security Training Expands – Citizens Taught to Spot Terrorism," *Boston Globe*, March 6, 2005.

<sup>158</sup> Ibid.

<sup>159</sup> Remarks by Secretary Chertoff to the International Association of Chiefs of Police.

LAPD initiated a program in March 2008 to train its officers in identifying and reporting suspicious behaviors.

The program is built upon research that identified 65 specific behaviors associated with terrorists' attack plotting.<sup>160</sup> The curriculum was developed to train police officers how to both identify the specific behaviors as well as how to account for those behaviors in a standardized way, as part of their regular police reports. The reports developed by officers are vetted by intelligence analysts, who look for patterns in the data and identify cases where follow-up is necessary.

Within the first eight months following its launch, the LAPD said the program "generated 1,000 suspicious-activity reports using a common template and already nabbed several people who provided critical information to federal terrorism investigations." LAPD's model is being expanded to twelve other cities and states, including Washington, DC, where it was planned to be implemented in advance of the inauguration.<sup>161</sup>

As with many U.S.-based initiatives that involve reporting of behaviors potentially linked to terrorism, privacy advocates have contended that the LAPD's program might "open the door for police officers bothering people who they're already suspicious of for improper reasons like racial profiling or other poor police behavior."<sup>162</sup> The ACLU has raised concerns with the LAPD about the list of behaviors provided to law enforcement officers to identify terrorist attack planning, claiming that many of the activities (for example, photographing buildings, espousing extremist views) could be innocent or are First Amendment-protected behavior.<sup>163</sup> The LAPD has met with privacy advocates to address their concerns and to reinforce that the program focuses on suspicious behaviors not individuals.

The LAPD is set to launch a new program in early 2009 that is intended to get the public involved in a similar initiative. The education program, called "iWatch," will instruct citizens on specific behaviors that should be reported to authorities.<sup>164</sup>

## **Pennsylvania**

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<sup>160</sup> Siobhan Gorman, "In Cities, the Fight Against Terrorism Walks the Beat: Ahead of the Inauguration, Washington, D.C., Police Adopt a New Program to Detect Threats and Share Information with Agencies," *The Wall Street Journal*, November 25, 2008, <<http://sec.online.wsj.com/article/SB122757233321954813.html>>.

<sup>161</sup> Ibid. According to the article, the Office of the Director of National Intelligence, with support from other federal agencies and state and local officials, is supporting a federal pilot effort to expand the program to other locations, including Chicago, Boston, Seattle, Miami, and Washington, DC.

<sup>162</sup> Ibid.

<sup>163</sup> Siobhan Gorman, "In Cities, the Fight Against Terrorism Walks the Beat," *The Wall Street Journal*, November 25, 2008, <<http://sec.online.wsj.com/article/SB122757233321954813.html>>.

<sup>164</sup> Ibid.

The Pennsylvania Commission on Crime and Delinquency sponsors an initiative called the Terrorism Awareness and Prevention (TAP) program, which is a one-hour course designed to educate citizens about terrorists and terrorism, including helping citizens understand who terrorists are, what they do, why they do it, and how they do it.<sup>165</sup> The program is designed to alert citizens to the types of activities that could be considered suspicious and should be reported to law enforcement, and provides guidance for how to properly report suspicious activities. Figure 23 depicts the topics addressed in the online TAP training.

**Figure 23: Outline of TAP Program Curriculum**

<b>What is Terrorism?</b>	<ul style="list-style-type: none"><li>• The Making of a Terrorist</li><li>• Terrorist Operations</li><li>• Weapons of Mass Destruction</li></ul>
<b>Who Are Terrorists?</b>	<ul style="list-style-type: none"><li>• International Terrorists</li><li>• Domestic Terrorists</li></ul>
<b>Protecting Your Community</b>	<ul style="list-style-type: none"><li>• Terrorist Vulnerabilities</li><li>• Staying Alert</li><li>• Overcoming Stereotypes</li><li>• Recognizing Suspicious Activity</li></ul>
<b>Reporting Suspected Activity</b>	<ul style="list-style-type: none"><li>• Providing an Accurate Report</li><li>• What to Report</li><li>• Who to Call</li></ul>

The Terrorism Awareness and Prevention program emphasizes the importance of noticing behaviors versus developing profiles, stressing that “suspicious activity is not necessarily when someone looks, speaks, acts, believes or lives differently than we do, rather it is activity which is unusual or out of place and that appears to be leading to criminal activity.”<sup>166</sup>

The TAP program is also being used to train employees from various state agencies such as Department of Transportation, Department of Welfare, Attorney General’s Office, the U.S. Army Military Intelligence and Police Schools and U.S. Navy Special Warfare Program. The TAP program website indicates that over 1,000 law enforcement officers in Pennsylvania have been trained to present the TAP program to community groups across Pennsylvania.<sup>167</sup> TAP Program materials are available online to enable access to all citizens and agencies that are interested.

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<sup>165</sup> Pennsylvania TAP: <<http://www.pa-aware.org/>>

<sup>166</sup> Ibid.

<sup>167</sup> Ibid

## **Analysis: Comparison of Israeli and U.S. Efforts Regarding Public Participation in Suspicious Activity Reporting**

### ***Israel***

- Public awareness and vigilance have been critical in preventing terrorist attacks.
- Israel is significantly smaller than the United States and has far fewer government and law enforcement agencies to coordinate, making SAR initiatives far less complex to implement.
- The public accepts reporting of suspicious activities as part of their civic duty; starting from a young age, Israelis are taught to be aware and what to look out for with regards to suspicious activity. Furthermore, awareness of suspicious activities is at the forefront of Israeli lives given the constant threat of terrorist attacks.
- The guidance provided by the Israeli government is very detailed. The guidance includes: suspicious signs that can give away a suicide-terrorist, including external appearance, suspicious behavior, and suspicious equipment; how to identify a suspicious vehicle; what to do in the event you suspect something; how to behave if you find yourself around a suicide bombing or shooting; what to do during a terrorist attack; and what to do as soon as a terror incident is over. Such tangible guidance is more useful than vague guidance for motivating and engaging the public.
- Israel has a single point of contact for collecting tips from the public. All information goes directly to the National Police, who ensures the information is then directed to the appropriate persons and agencies.
- The Israeli public is well aware of not only what to look for, but also where to report their suspicions. Israeli authorities emphasize simplicity and consistency of SAR procedures, which is reflected in a single phone number advertised for public to call throughout the country for suspicious activity, person, object reporting.
- Israel's SAR initiatives are focused on more "real-time" oriented tips. Someone (who knows what to look for) sees something suspicious and reports it; it is acted upon and resolved.
- Security, police, and military personnel are more obvious and prevalent in Israel. There are guards in shopping malls, checkpoints, restaurants, etc. The presence of these forces appears to result in them being able to quickly react to or investigate suspicious persons or items.

### ***United States***

- Government-wide initiatives are underway to establish the necessary reporting mechanisms for collecting SAR information. The development of SAR programs and information sharing mechanisms is complicated by the various levels of government and entities that need to be integrated
- Training programs have been developed to ensure that law enforcement officers are equipped for their new post-9/11 role in helping to counter terrorism. Training is

intended to enable law enforcement officers to be able to identify activities that could be related to terrorism, as well as know when and how to report these activities.

- Standards for SAR are moving forward, but it will take time for these to become ingrained in the procedures and practices of the appropriate entities.
- Several programs have been established within the United States to encourage public vigilance and participation in countering terrorism by reporting suspicious activities and objects. To date, these initiatives are segmented, and tend to reach out to certain segments of the public, versus the public at large. Federal programs exist in various departments and agencies, while several states and localities have instituted programs as well, creating a patchwork of efforts.
- Due to the different nature of the threat in the United States, many of the initiatives seem to be more focused on developing leads on things that could eventually turn to terrorist acts.
- It would appear that one of the reasons SAR programs have not yet “caught on” among the American public is because the public does not perceive the same urgency as in Israel.
- Public education on SAR is passive—existing SAR initiatives are not widely publicized, requiring the public to have to seek out information about what they should be looking for and to whom they should be reporting tips.
- Reporting mechanisms vary—sometimes they are web-based, other times there are numbers to call. There is not a single telephone number to phone in tips (such as 911 or 311), and thus people do not know how to report potential concerns.
- In many cases, SAR initiatives have been met with resistance and concern from privacy and civil rights advocates, who have been able to stop some programs from being implemented.

## **The Way Forward: Recommendations**

While the U.S. has not faced a terrorist attack on its soil for over seven years, the unfortunate reality is that significant threats still exist. There are some groups and persons who have expressed the intent to attack the United States, without concern for civilian casualties. While various threats still make news headlines from time to time (for example, when terrorist leaders make statements or intelligence officials release information about potential targets), the American public has become seemingly complacent to the possibility. For the most part, it appears that the general public in the United States has not taken a more active role in ensuring the security of their homeland.

In contrast, the pervasive terrorist threat in Israel has resulted in an attentive and vigilant public. From an early age, Israelis are taught to be aware of their surroundings and are provided with specific guidance on how to detect suspicious behaviors or objects. Through information campaigns and educational programs, Israelis are reminded what to do in the event they identify something or someone suspicious (Dial 100 to reach the National Police) and how to behave if an attack occurs. Israel has effectively utilized the

public as a source of manpower in preventing potential terrorist attacks and has created a more resilient populace in the process.

The reality of terrorism requires that the public no longer be passive, but become actively engaged and vigilant in prevention and protection. As such, educating and empowering the public to be aware of their surroundings and suspicious behavior should also be a priority for the United States. According to 9/11 Commission chairman Thomas H. Kean:

The weakest part of our homeland security is the citizen ... Addressing that is very, very, very important. Ultimately, it's as likely that a terrorist attack here will be stopped by the CIA or FBI as by someone who sees something suspicious and, instead of just going home for dinner, decides to tell his or her local police.<sup>168</sup>

Government programs must address this gap and facilitate public's more direct participation in counterterrorism practices. In this new norm, it is necessary to empower the public with specific knowledge. Even though surveys show that a high percentage (95%) of Americans believe that they have a personal responsibility to report suspicious behavior, over one-quarter (28%) of individuals who had witnessed suspicious behavior or circumstances failed to report it. Promoting detailed awareness of what the public should be looking for and what to do in the event they come across something or someone suspicious is essential for facilitating a more active participation by the public in SAR efforts.<sup>169</sup> The public must be made aware of potential threats, while ensuring that the message does not cause undue panic and fear. The public can serve as a force multiplier in preventing potential acts of terrorism by serving as additional set of "eyes and ears" for law enforcement.

Information sharing mechanisms—both formal and informal—need to be developed or strengthened to allow for the proper authorities to be alerted to and respond to tips that are provided by alert citizens. Law enforcement officers need appropriate training to enable them to successfully carry out their new responsibilities in countering terrorism, including responding appropriately to potential threats and sharing the information they have as these may be dots waiting to be connected in the bigger picture. In sum, the U.S. is still in the early stages of developing SAR programs and the supporting information sharing mechanisms.

Due to several and significant differences between Israel and the United States, not all of Israeli SAR practices are applicable to the U.S. context. Nonetheless, keeping these differences in mind, several Israeli practices may still provide insightful examples for policy makers. The following are some of the key recommendations to strengthen American efforts on engaging the public in suspicious activity reporting:

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<sup>168</sup> John D. Solomon, "It's an Emergency. We're not Prepared," *Washington post.com*, May 18, 2008, <<http://www.washingtonpost.com/wp-dyn/content/story/2008/05/18/ST2008051802638.html>>.

<sup>169</sup> Citizen Corps, *Personal Preparedness in Americas: Findings from the Citizen Corps National Survey*.

- Look to the public as a force multiplier in countering terrorism. Israel relies on and actively supports public vigilance by providing adequate resources and information that encourages the public to do their part in protecting the country. The U.S. public should also be viewed as a partner in preventing terrorism, and should be provided the guidance necessary to take on this role.
- Provide the public with detailed guidance on what should be considered suspicious and potentially related to terrorism. Vague guidance is likely to leave people unsure of what to do, and thus less likely to act on a potential threat.
- Advertise SAR programs. The public must be made aware of the valuable role they can play in securing their communities and helping to prevent acts of terror. The public needs to be reminded frequently of the importance of being vigilant. Just as New York has implemented the “See Something, Say Something” campaign that utilizes print, television, and radio, a nationwide campaign could be helpful in reaching out to persons in other parts of the country, especially those areas where terrorism has not been experienced firsthand. Materials should be developed, advertised, and made readily available to serve as a reminder of the importance of public participation in securing the homeland.
- Consider implementing a recognizable reporting mechanism that can be used by the public to provide information to authorities. While Israel has a dedicated phone number that the public is asked to call in the event that they identify something suspicious, each SAR initiative within the United States comes with its own reporting mechanism. Public participation would likely be enhanced by having a single well-known number that can be called—similar to dialing 911 for emergencies—or website that can be visited to provide tips. The mechanism needs to be easy to remember and easy to use for the public. If there is not a ready way for the public to provide information on a potential suspicious activity, they will be less likely to act.
- Develop national information sharing mechanisms that are inclusive of all homeland security partners at all levels of government. Successful SAR efforts require a framework to be able to identify, analyze, and disseminate information among numerous entities. Information sharing mechanisms provide the framework for information flow. The information must flow horizontally and vertically among various government partners in a seamless fashion. Such coordination will also increase buy-in from state and local partners.
  - The federal government needs to develop standards for SAR practices and procedures that will facilitate information exchanges between and coordination among diverse entities. The importance of compatible methods cannot be overstated, as information of suspicious activity is often time-sensitive. The absence of national standards will likely result in individual entities developing their own procedures and practices, making coordination efforts difficult.
  - Coordinate SAR efforts among federal departments and agencies. Beyond establishing common standards, federal departments and agencies also need to work together. While common standards establish mechanisms and protocols for SAR, coordinated efforts are focused towards establishing



working partnerships for SAR. Current efforts are segmented across various departments and agencies and do not seem to be well coordinated, thus creating what may be an unfocused and diluted effort. Coordinating efforts would provide one message and one voice at the federal level to help advance SAR efforts. Such coordination is necessary if SAR is to ever become a priority in the U.S.

- Develop a partnership with state and local entities, especially law enforcement. State and local partners are on the frontlines of SAR, and must be fully integrated into any SAR initiative for it to be effective. Officers on the street represent a critical part of any SAR program and must be included and integrated as such.
- Provide assurance to the public that suspicious activity reporting initiatives are not intended to create citizen spies. Rather, these programs are meant to encourage the public to be aware of their surroundings and to contact the authorities in the event they witness something suspicious.
- Ensure that SAR programs protect civil liberties and privacy rights. Individual liberty and privacy rights are highly valued and are central to U.S. society. For effectiveness and feasibility of any SAR program, every effort should be made to preserve and respect these rights.

### **SECTION III: PUBLIC PARTICIPATION IN EMERGENCY READINESS AND PREPAREDNESS TRAINING/DRILLS**

Countering terrorism has two main elements; one is to prevent terrorist attacks from occurring; the other is to mitigate the effects of terrorist attacks once they have occurred. Though the importance of preventing attacks cannot be overstated, mitigation efforts are also crucial as they help to disarm the ability of terrorism to instill fear, thus making it a less effective tool. To mitigate the effects of terrorism, the public needs to be prepared to respond and recover from the possible consequences of a terrorism-related catastrophe. It is in this context that the grassroots participation in emergency readiness and preparedness training/drills plays a significant role in allowing the public to familiarize itself with procedures and skills of emergency response and recovery.

Direct public engagement in exercises is particularly significant for three reasons: First, the existence of response and recovery plans by emergency management agencies is not sufficient to ensure public safety. If the public is engaged in these plans for the first time during an actual emergency, effectiveness of these plans and associated instructions in saving lives and minimizing injury will be severely limited.<sup>170</sup> Members of the public need to practice their response skills and rehearse emergency plans periodically to have the mental “muscle memory” of what they need to do during a disaster for “the best way to get the brain to perform under extreme stress is to repeatedly run it through rehearsals beforehand.”<sup>171</sup> Realistic practicing allows the brain to memorize appropriate codes of conduct during an emergency to be recalled at a subconscious level when there is no time or ability to think clearly.

Second, public participation in preparedness drills and training is likely to serve as a means for a dialogue and direct interaction between emergency managers/planners and ordinary citizens. The reality of emergency planning as an inherently community-based activity requires that emergency management programs take into account the local area details such as local social structure, demographics and culture.<sup>172</sup> Therefore, preparedness exercises can provide a fruitful platform for integrating the voice and input of ordinary citizens in emergency preparedness plans. Through public participation, preparedness drills can be put to a realistic test regarding their implementation capacity in

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<sup>170</sup> Recently, a study conducted by the New York Academy of Medicine illustrated some of the possible disconnects that can occur when the public is not involved in response planning and exercise. See Roz D. Lasker, *Redefining Readiness: Terrorism Planning Through the Eyes of the Public*, The New York Academy of Medicine: Center for the Advancement of Collaborative Strategies in Health, September 14, 2004, <<http://www.redefiningreadiness.net/rstudy.html>>.

<sup>171</sup> Amanda Ripley, *The Unthinkable: Who Survives When Disaster Strikes – and Why* (New York: Crown Publishers, 2008), p. 206.

<sup>172</sup> Wendy A. Schafer, John M. Carroll, Steven R. Haynes and Stephen Abrams, “Emergency Management Planning as Collaborative Community Work,” *Journal of Homeland Security and Emergency Management*, volume: 5, issue: 1, 2008.

certain locales by the true actors for which they were designed. Public investment in community preparedness plans would also contribute to a sense of ownership in the solution to emergencies—a condition that will not only improve effectiveness of emergency plans, but also is believed to be significant in development of community resilience.

Third, public involvement on a regular basis in emergency drills will increase public awareness of local emergency plans and programs. The more the public knows about their local managers' and officials' efforts to prepare for emergencies, the more they are likely to feel confident in their local government's ability to provide protection from catastrophes and control their possible consequences. Readiness drills where ordinary citizens realistically practice for emergencies can serve as a useful confidence building measure for both sides.

The following sections present the Israeli and U.S. approaches respectively to the public role and participation in emergency readiness and preparedness training/drills. A review of some of the key practices and programs in both countries along with some recommendations are also included for improvement of the U.S. efforts given Israeli successful practices in this realm.

## **Public Participation in Emergency Readiness and Preparedness Training/Drills in Israel**

Given its long history of living with terrorism, Israel has spent considerable effort to engage the public in readiness drills and exercises. According to the Israeli officials, public preparedness is a central element of an effective and successful national preparedness approach. Through periodic drill programs, ordinary Israeli citizens are firmly integrated into emergency management and their national's homeland security enterprise.

Given frequent encounters with terrorism-related emergencies, the Israeli public's willingness to take part in readiness activities does not come as a surprise. However, part of the Israeli success in achieving a high level of public readiness is due to its long term approach that invests heavily in creating a resilient public. In order to build greater levels of self reliance and self-sufficiency from a young age, Israeli children are regularly exposed to emergency preparedness drills and are encouraged to internalize such proactive engagement in emergency response as an essential element of personal safety. Emphasis on compulsory military service and active volunteerism are other aspects of the Israeli culture that contributes to the high public confidence and receptiveness to greater self-responsibility in emergency situations.

Israeli public engagement in preparedness training is accomplished through a combined effort of government agencies including Home Front Command (HFC), Israeli Defense Forces (IDF), Ministry of Education (MoE) and Ministry of Health (MoH). Volunteer organizations such as Hatzala, Zaka, the Civil Guard, and Magen David Adom (MDA) also play an important role in facilitating the Israeli preparedness for situations of major endangerment or disruption of life.

The discussion below will provide an overview of various Israeli programs to engage the public in response and recovery efforts. Due to research limitations and barriers, this discussion is not intended to be all-encompassing, yet it does provide an overview of several key efforts.

## Protective Measures

It is essential that a population feel confident both in their government's ability to protect them and in their ability to protect themselves. Thus the Israeli government has taken steps to advance the public's participation in protection measures. Some of the more prominent efforts by Israel to engage the public in protection measures include the distribution of emergency kits containing gas masks and antidotes and the use of safe rooms or safe spaces.

**Emergency Kits: Gas Masks and Antidote** The distribution of gas masks is a significant participation program. During the First Gulf War the government distributed four million gas masks to the Israeli public.

Unfortunately, due to the lack of training, 13 individuals asphyxiated through the improper usage of these gas masks. The only age group that did not suffer any such accidental deaths was school aged children, as they received hands on in person training on the proper application of the gas masks.<sup>173</sup> Training the public in the proper usage of gas masks became a priority of the HFC in light of these accidental deaths (Figure 24). The HFC again distributed gas masks in 2003 prior to the U.S.-led invasion of Iraq, this time to the entire Israeli population. With increased training, the second distribution occurred in preparation for possible chemical retaliation via rockets from Iraq, and included customized gas masks for children and the elderly.

**Figure 24: Gas Mask Instructional Pamphlet**



**Source: HFC**

In this distribution, gas masks were part of an emergency kit that included atropine injections. Atropine is a commonly used antidote in organophosphate poisoning caused by numerous insecticides, and some of the most common nerve agents, including sarin and VX. However, despite its efforts to help train the public in the proper use of the

<sup>173</sup> Tener Goodwin Veenema, "Disaster Nursing and Emergency Preparedness for Chemical, Biological, and Radiological Terrorism and Other Hazards," Springer Publishing Company, 2003, p. 253.

atropine injections, there were 268 reported cases of atropine overdoses mostly among children. The overdoses were mainly accidental and none resulted in death.<sup>174</sup>

The Israeli government recalled all gas masks and atropine injectors to update the kits in 2007.<sup>175</sup> Later in 2008, the HFC began redistributing the kits for a fear of a possible attack from Iran. Distribution of the kits to the public usually occurs at local shopping malls or schools where HFC and IDF personnel collect out of date kits and issue new ones, while demonstrating how to properly wear a mask, change filters, and use the atropine injectors.<sup>176</sup> It should be noted that real life effectiveness of these kits is untested, as Israel has yet to experience a catastrophic chemical or biological attack. However, Israel remains the only nation in the world to have equipped its entire population with such emergency kits. The emergency kits serve as a psychological and physical security blanket for the public, contributing to the resiliency of the population.<sup>177</sup>

### **Safe Room**

Another effort to promote public readiness and protection measures is the requirement of a safe space or safe room. HFC has always encouraged Israelis to create a “safe space”

**Figure 25: An Israeli Family in a Safe Room**



**Source:**  
<<http://www.israelnewsagency.com/israelwarcivildefense.html>>.

such as a MAMAD (apartment protected space) or a MAMAK (floor protected space) in their homes (Figure 25). It was discovered that personal “safe rooms” were much more effective than public bomb shelters, and, as such, Israel requires new houses to contain at least one “safe room.” However, at a cost of \$25,000, the safe space is often not built.<sup>178</sup>

The emergency kits and safe space guidelines provide examples of key efforts to engage the public in protective measures. Such efforts support a public that is less prone to the physical and psychological

effects of terrorism. Furthermore, the efforts highlight the active and important role the public has in ensuring readiness in Israel.

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<sup>174</sup> Y. Amitai, S. Almog, R. Singer, R. Hammer, Y. Bentur and Y. L. Danon, *The Journal of American Medical Association*, August 5, 1992, <<http://jama.ama-assn.org/cgi/content/abstract/268/5/630>>.

<sup>175</sup> Berger, Robert, “Israel to Redistribute Gas Masks Amid Fears of War with Iran,” *Voice of America*, April 2, 2008, <<http://www.voanews.com/english/archive/2008-04/2008-04-02-voa27.cfm?CFID=45282885&CFTOKEN=52260495>>.

<sup>176</sup> Donna Rosenthal, *The Israelis* (New York: Free Press, 2003), p. 21.

<sup>177</sup> The Israeli public is instructed to take their emergency kit with them when they leave home.

<sup>178</sup> “The Safe Room goes for a Walk,” *Strategy Page: Counter-Terrorism Article Index*, June 8, 2007, <<http://www.strategypage.com/htm/hterr/articles/20070608.aspx>>.

## **Preparedness Measures**

60% of all Israeli government's daily activity is devoted to security-related issues.<sup>179</sup> The preoccupation with security concerns can also be seen in ordinary citizens' everyday life. During an interview, Shlomi Mayan, a retired Colonel with 25 years of experience in military intelligence in the IDF, explained:

[W]hen children go to school in Israel they are aware that a bomb could have been placed in a backpack and left in the school, school bus, or in a trashcan. An attack could happen at any time and in any place – that is the reality that people in Israel live with.<sup>180</sup>

Given this ever-present reality and need, Israel proactively engages the public in drills. A public engagement program of particular importance is the Turning Point drill series. The Turning Point drills are national in scope and include both emergency responders and the general public. Israel also has well-developed programs for school drills. Schools are one of the more well-drilled and well-trained segments of the public. Web-based readiness training is also provided as a resource for the general public. Such training and drills are major components of Israel's preparedness activities, and are discussed below.

### ***Web-Based Readiness Training***

The HFC website provides public readiness training through user-friendly tutorials and guides. The website offers drop down menus for tutorials allowing one to choose from Missile Shooting, Mortar Fire, Qassam Rocket Shooting, Terrorist Attacks, Earthquakes, Fire, Flood, Injuries, Haz Mat, Bio and Chem weapons. Information includes descriptions on what to do if one is indoors, in a vehicle, or outdoors. Each tutorial offers step-by-step directions, illustrations, and sometimes video explanations. The website also provides information such as warning times, which can range from 15 seconds to one minute depending on the type of attack. Additionally, the site offers specific instructions for residents of the south—that is, Sderot, Ashkelon, Kiriya Gat, Netivot, and the settlements adjacent to the Gaza Strip. Along with detailed directions on protective measures, the website offers step-by-step directions on how to prepare and plan for such events. Directions include encouraging families to run “mock attacks” to better prepare themselves. The site also provides information on post-emergency care, such as coping with anxiety and stress. Information on specific training for educational institutions, factories and plants, and for special needs individuals, and hospital staff is also included. Updates regarding upcoming national training drills are provided through the site.<sup>181</sup> In sum, the website equips the public with the knowledge and training to be self-prepared and is a key tool for engaging the public in overall readiness.

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<sup>179</sup> Interview with Colonel Shlomi Mayan, January 12, 2009.

<sup>180</sup> Interview with Colonel Shlomi Mayan, January 12, 2009.

<sup>181</sup> Home Front Command, “Training the Public,” <<http://www.oref.org.il/79-en/PAKAR.aspx>>.

## **National and School Drills**

### **Turning Point 1**

Turning Point 1 took place in the summer of 2007 in response to lessons learned from the Second Lebanon War of 2006. Participants included the IDF, Israeli Police, Fire and Rescue Services, HFC and other emergency organizations.<sup>182</sup> Turning Point 1 was focused on drilling government entities.

### **Turning Point 2**

**Figure 26: Scene from an Emergency School Drill in Israel**



**Source: IDF Spokesperson,  
Photo: Abir Sultan,  
<[http://dover.idf.il/IDF/English/  
multimedia/Gallery/CombatSup  
porters/default.htm](http://dover.idf.il/IDF/English/multimedia/Gallery/CombatSupporters/default.htm)>**

In April 2008, the HFC along with a newly created agency “Rahel” or National Emergency Authority (NEA)<sup>183</sup> conducted “Turning Point 2,” to enhance overall public preparedness. Turning Point 2 was a massive nationwide drill involving the public in a week-long exercise designed to test emergency responses and procedures under extreme circumstances. It was the largest drill ever undertaken in Israel. The key feature of Turning Point 2 was the nationally comprehensive and inclusive approach, as it tested the national siren system, and conducted drills for much of the nation including the general public, educational institutions, first responders and rescue teams, select medical staff, and government ministries. During the drill, the HFC broadcasted a

preparedness program on certain channels to better inform the public. Simultaneously, schools conducted drills evacuating students to the predetermined safe zones where they were given lessons on emergency preparedness. All other members of the civilian population were requested to respond to the sirens by locating the nearest shelter or safe zone, allowing the populous to familiarize themselves with the sirens and to associate it with necessary actions. The sirens excluded certain border regions to avoid confusion with neighboring countries. Simulated incidences in Turning Point 2 included missile launches from Hamas and Hezbollah forces, Syria and Iran, as well as an attack against the Haifa Bay Chemical plant.<sup>184</sup>

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<sup>182</sup> “Defense Drill to Involve Whole Country,” *The Jerusalem Post*, December 25, 2008, <<http://www.jpost.com/servlet/Satellite?cid=1230111689150&pagename=JPost%2FJPArticle%2FShowFull>>.

<sup>183</sup> The National Emergency Authority was created in response to the repeated rocket attacks and the Lebanese War in 2006.

<sup>184</sup> Yakoov Kaz and Lakoov Lappin, “PM Declares ‘Emergency’ in Drill,” *The Jerusalem Post*, April 6, 2008, <<http://www.jpost.com/servlet/Satellite?pagename=JPost%2FJPArticle%2FShowFull&cid=1207486207846>>.

Because Israelis understand the need to practice emergency procedures in peacetime, public participation in the drill was high. The drill was designed to engage the public in all areas of the country.

### **Turning Point 3**

Turning Point 3 will take place in July of 2009 and, for the first time, include the entire population.<sup>185</sup> According to an NEA official “the third drill will include all of the emergency organizations, all of the government ministries [and] the entire civilian population. People will be asked to go into their protected rooms or bomb shelters and ensure that they know what to do in the event of a war.”<sup>186</sup> The public will also be asked to locate their gas masks during the drill, but not to use them. Furthermore, Turing Point 3’s engagement of the entire public makes it a truly national and unique drill, and a compelling example of public participation.

### **School Drills**

Schools are one of the most heavily prepared and trained portions of Israeli society. The HFC along with the MoE has developed a five part lesson plan educating students on effective preparedness and evacuation procedures, along with the use of safe rooms.<sup>187</sup>

All schools conduct a major drill once a year, with those in more vulnerable areas practicing their preparedness multiple times a year (Figure 26). Drills include a variety of potential scenarios and are not terrorism-specific. For example, the 2009 drill will deal with earthquake procedures. The security instructor (a teacher who is specifically designated and trained) and the city security officer work together from the beginning of the year to plan the drill. Smaller exercises, drills, and models will be executed in advance of the larger drill to ensure that each school is ready.<sup>188</sup>

Some schools organize students into teams with the older students responsible for aiding the faculty during drills and incidences.<sup>189</sup> It is the responsibility of the city security official to build teams in each of the schools. Both teachers and students, in addition to medical and fire assistance, are involved in these teams. All of the teams, as well as each person in the teams, knows their job in an emergency.<sup>190</sup> Moreover, children as young as 10, play a role in emergency procedures.

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<sup>185</sup> “Defense Drill to Involve Whole Country.”

<sup>186</sup> Ibid.

<sup>187</sup> “The Safe Room goes for a Walk,” *Strategy Page: Counter-Terrorism Article Index*, June 8, 2007, <<http://www.strategypage.com/htm/htterr/articles/20070608.aspx>>.

<sup>188</sup> Interview with Arie Mor, Deputy Head of the Ministry of Education, Security and Emergency Preparedness Department, January 12, 2009.

<sup>189</sup> Ibid., and Jerusalem Government Press Office, *Israel: IDF Explains Structure, Mission, History of Home Front Command*, February 17, 2003.

<sup>190</sup> Interview with Arie Mor, Deputy Head of the Ministry of Education, Security and Emergency Preparedness Department, January 12, 2009.



**Figure 27: Children taking cover during a Qassam attack drill in Sderot**



**Source: Israeli Channel 10**

Israel also actively engages teachers in preparedness training. Through a special training program, MoE trains a teacher to be the security instructor in each school. Teachers are taught emergency readiness through a formalized program. These teachers are then responsible for teaching and training students on emergency and preparedness procedures.<sup>191</sup>

Israel spends considerable effort to train and drill schools, highlighting the priority of engaging this segment of the population (Figure 27). The most significant takeaways of these readiness efforts are the active role that teachers, and even students, are given in

emergency procedures. Teachers and students are trained to and expected to be able to not only help themselves, but others as well.

### ***A Prepared Public through Military Service and Volunteerism***

In order to effectively mitigate the fear of terrorism, the public must feel confident that appropriate response measures are in place. Traditionally, in the United States, response has been delegated to government entities and the associated first responders. This is not the case in Israel. According to Avi Bacher, former Chief of Staff for the Home Front Command, fire and police department personnel who had traditionally been thought as “first responders” are no longer thought of as “first responders.” Rather, it now is recognized that the real “first response” will be given by the general public at the incident site.<sup>192</sup>

The high level of preparedness we see in Israeli society may be attributed to several factors. The mandatory military service and active volunteerism in emergency response organizations are, however, the two key aspects of the broader Israeli culture that facilitates effective public engagement in readiness activities. Prior public involvement in similar activities through military service or voluntary participation contributes to a high level of public confidence in their ability to implement appropriate behavior instructions by respective authorities during major disruptions. Prior military service often ensures that the respective individuals received the proper education and training which bolsters an outlook that the individual can make a difference.<sup>193</sup>

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<sup>191</sup> Ibid.

<sup>192</sup> “Public Resilience and Counter-Terrorism,” Remarks at the 7th Annual International Counter Terrorism Conference, Herzliya, Israel, September 10, 2007.

<sup>193</sup> A link between prior military service and the high survival rates in disasters was also pointed out by Amanda Ripley in *The Unthinkable: Who Survives When Disaster Strikes – and Why* (New York: Crown Publishers, 2008).

The mandatory military service and the high voluntarism rate in the Israeli society also ensure that a reservoir of trained and motivated citizenry acts as a force multiplier to official first responders and helps diminish casualty rates during emergencies.

### **Military Service**

Mandatory military service is a highly emphasized aspect of Israeli society. Service in the IDF is mandatory for all Jewish and Druze men and Jewish women who are over the age of 18. Therefore, a majority of the country has, will, or is currently serving in the military. Religiously orthodox Jews and Israeli Arabs have no service requirements. Male service members serve a minimum of three years, while female service members serve a minimum of 21 months.<sup>194</sup> During this time, each individual is taught a variety of skills concerning proper response to any potential threat or emergency situation including physical combat and first aid training. As such, the average Israeli citizen is experienced in diagnosing and treating injuries during stressful situations. Additionally, former active male members of the IDF can be called on to be a reservist for single month once a year, ensuring that large sections of the population remain well-trained after the termination of their active service.

### **Volunteer Organizations**

#### *Community and Civil Guard Division*

The Community and Civil Guard Division within the Israeli National Police was set up as a volunteer organization to support the Police Force. The Civil Guard volunteers “act as adjuncts to the police force in securing public safety and security and guarding against terrorist acts.”<sup>195</sup> The Civil Guard consists of 70,000 volunteers ranging in age from 17 to 55.<sup>196</sup> These individuals are managed, trained and armed by the Israeli Police. They support the regular police forces by securing their own neighborhoods and vulnerable areas, and patrol usually by foot or in a police vehicle. Additional Civil Guard activities include setting road blocks, and securing events, schools and public transportation.

In sum, the volunteer Civil Guard program provides an opportunity for the public to participate in readiness activities, while helping the public to ensure its own safety. Furthermore, such programs can promote community resilience and serve as a link between the public and the police force.

#### *Magen David Adom*

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<sup>194</sup> Exceptions are made on the basis of extreme religious objections, medical complications or in the case of women if they are married, pregnant, or already have children. Postponements for service can be made if enrolled in institutions of higher learning.

<sup>195</sup> United Jewish Communities, “New Patrol Vehicles and Emergency Equipment presented to Community and Civil Guard Unit of Israeli Police,” December 16, 2002, New York, <<http://www.ujc.org/page.aspx?id=36919>>.

<sup>196</sup> Israeli Police, <[http://147.237.72.66/english/News/CivilGuard/00\\_about.asp](http://147.237.72.66/english/News/CivilGuard/00_about.asp)>.

Magen David Adom (MDA) is the national ambulance service in Israel. The group actively recruits, trains, and dispatches over 10,000 paramedic volunteers, 40% of which are 15-18 years old.<sup>197</sup> All volunteers must undergo first responder training, which consists of a 60-hour course and both a written and practical exam. These volunteers work approximately 100 hours per year and are Israeli civilians, but are often relied upon during mass casualty incidents. An associated program is Irgun Noar Magen David Adom, which is an organization dedicated to increase the MDA volunteer base and train youth in basic first aid. The end result is that there are thousands of trained paramedics with hands on experience dispersed throughout the Israeli population.

The volunteer organization, Hatzala, works hand in hand with the MDA to provide first aid and claims to respond to emergency situations in less than two minutes. While this service is only available in certain geographic locations, it does encompass the majority of central Israel and large areas near the northern border. Hatzala volunteers are often the first to arrive at a disaster scene and are expected to carry their emergency equipment with them around-the-clock, ready to respond immediately if necessary.<sup>198</sup>

Mandatory IDF service and the volunteerism culture in Israel help to foster community responsibility and public confidence in the nation's readiness capability. Knowing that a significant portion of the population is trained to respond to an incident can instill confidence and assurance to individuals, helping to lessen the fear of a potential terror attack.

## **Public Participation in Emergency Readiness and Preparedness Training/Drills in the U.S.**

The current state of the national preparedness in the United States is not at the same high level as in Israel. One reason is that, the terrorist threat level is not as high. A second reason is that, readiness efforts are often "stovepiped," with readiness efforts of the general public and government agencies frequently unaligned. Since 9/11 and Hurricane Katrina, there has been a strong emphasis on enhancing the nation's emergency management capabilities. Government agencies and departments at all levels have trained, exercised, and equipped official emergency response personnel. However, emphasis on enhancing the readiness capability of the public doesn't appear to have gotten the same attention. For example, preparedness drills rarely involve the general public; instead, they are focused on official responders who, in the U.S., are seen as uniformed emergency personnel.

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<sup>197</sup> Magen David Adom, <<http://www.mdais.com/235/>>.

<sup>198</sup> Information gathered from the Hatzalah and volunteerism websites, <<http://www.unitedhatzalah.org/?CategoryID=182>> and <<http://www.ivolunteer.org.il/Eng/Index.asp?ArticleID=252&CategoryID=128>>.

There are several potential reasons for the U.S. approach. There seems to be a sentiment in the U.S., held by both the general public and government, that emergency preparedness and management is primarily a government responsibility.<sup>199</sup> Stephen E.

Flynn, Senior Fellow for National Security Studies at the *Council on Foreign Relations*, agrees that the lack of public readiness is fostered by a federal government that has assumed the role of paternalistic protector of the citizenry.<sup>200</sup> Flynn's central argument is that the federal government fails to fully trust or engage the public in efforts to prevent or respond to threats. This divide between government efforts and the public involvement in combating terrorism is put forth by Flynn when he stated:

Unlike during World War II, when the entire U.S. population was mobilized, much of official Washington today treats citizens as helpless targets or potential victims.<sup>201</sup>

Whether it is a lack of trust in the public, as Flynn suggested, or an apathetic public with "it won't happen to me" attitude,<sup>202</sup> the lack of public engagement in preparedness represents a potential national vulnerability and may possibly undermine the nation's resiliency.

**Figure 28: The Segment of "Public" that is Missing from Emergency Drills: Ordinary Citizens**



Source: Brig-Gen. Yossi Kuperwasser, Global CST, 11 December 2008

<sup>199</sup> Statement of Dennis Schrader, Deputy Administrator, National Preparedness Directorate, Federal Emergency Management Agency, department of Homeland Security Before the Committee on Homeland Security and Government Affairs Subcommittee on State, Local, & Private Sector Preparedness, and Integration, U.S. Senate, June 5, 2008, Washington, DC <<http://homeland.house.gov/SiteDocuments/20071003131848-98809.pdf>>.

<sup>200</sup> Stephen E. Flynn, "America the Resilient, Defying Terrorism and Mitigating Natural Disasters. *Foreign Affairs*," March/April 2008, <<http://www.foreignaffairs.org/20080301faessay87201-p0/stephen-e-flynn/america-the-resilient.html>>. Government paternalism was expressed as a reason that perpetuates lack of citizen preparedness during several of our interviews with key stakeholders in the U.S., as well. Governmental paternalism refers to the concept of government entities taking the primary responsibility for protecting its citizens.

<sup>201</sup> Ibid.

<sup>202</sup> According to a recent national survey, respondents said "a terrorist attack is less likely to occur close to home than it is to occur somewhere else in the nation" even though those living in high-risk areas were more likely to admit that possibility. See Magumi Kano, Michele M. Wood, Dennis S. Mileti and Linda B. Bourque, "Public Response to Terrorism: Findings from the National Survey of Disaster Experiences and Preparedness," Southern California Injury Prevention Research Center, California, November 12, 2008, p. 4, <<http://www.ph.ucla.edu/sciprc/pdf/NC+START+Descriptive+Report.pdf>>.

Particularly lacking are opportunities for ordinary citizens to engage in readiness training and drills alongside the uniformed first responders and other emergency management personnel (Figure 28). A review of the available emergency training programs indicates that the government efforts to train public for its role in crisis situations are comparatively limited, underfunded and disjointed. Very few offer prospects for the public to have input into emergency planning and readiness exercises. This prevents not only the opportunity for the public to have a realistic rehearsal of an emergency situation, but also the opportunity for emergency management personnel to test their plans' feasibility in an actual disaster because a key player in their scenarios is missing from the respective exercises. Amanda Ripley, formerly a reporter for *Time* Magazine and author of *The Unthinkable – Who Survives When Disaster Strikes*, discusses this issue in reference to Top Officials (TOPOFF), the most prominent counterterrorism drill series in the United States:

[D]rills don't always translate into progress. If they're going to work, they have to be realistic—and therein lies the problem with TOPOFF. Guess who won't be invited to it? You and me, or many other average folks, for that matter. Sorry, the public and the media have never been allowed to fully participate in the nation's most elaborate counterterrorism drills, which is sort of like holding a band practice without the drums, the bass or the sound system.<sup>203</sup>

Testing the average citizens' response to an emergency and understanding the variability of their response to emergency instructions and risk communication is critical. This was underscored by a recent study by the *Center for the Advancement of Collaborative Strategies in Health* of the *New York Academy of Medicine*. Researchers evaluated public reactions to two possible emergency scenarios—a smallpox outbreak and a dirty bomb explosion. This study found that “plans to respond to these emergencies won't work because people will not react the way planners want them to.”<sup>204</sup> Calling it “a fundamental flaw” in the emergency preparedness approach, the same study concluded that “planners are developing instructions for people to follow without finding out whether it is actually possible for them to do so or whether the instructions are even the most protective action for certain groups of people to take.”<sup>205</sup> In addition to this general variation in citizens' response to emergency situations and issued instructions, absence of the public from preparedness exercises may also impact the quality of emergency

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<sup>203</sup> Amanda Ripley, “The Trouble with Terror Drills,” *Time*, October 12, 2007, <<http://www.time.com/time/nation/article/0,8599,1670823,00.html>>.

<sup>204</sup> Roz D. Lasker, *Redefining Readiness: Terrorism Planning Through the Eyes of the Public*, The New York Academy of Medicine: Center for the Advancement of Collaborative Strategies in Health, September 14, 2004, <<http://www.redefiningreadiness.net/rrstudy.html>>. This study revealed that “in a smallpox outbreak, only 43% of the population said they would follow instructions to go to a public site to be vaccinated. In a dirty bomb explosion, only 59% of the population said they would stay inside the building they were in for as long as officials told them.”

<sup>205</sup> Ibid.

planning as community-specific requirements may not be adequately addressed without the participation of local citizens.

The following sections summarize our research on the public's role in readiness and preparedness training, drills, and exercises in the United States. The programs discussed here are not intended to be an exhaustive list of federal emergency management efforts. Rather, this paper discusses several of the most prominent government efforts to engage the public in hand on readiness activities.

### ***Federal Public Readiness Programs***

The federal government, through DHS and other departments and agencies, maintains a variety of programs to engage the public in and promote readiness activities. The level of public engagement varies from awareness and outreach activities to more intense activities that provide hands on training for the public, such as CERT training. Below is an overview of federal programs to engage citizens in advancing public readiness.

#### **Citizen Corps**

*Citizen Corps* seeks to enable preparedness, response, and recovery collaboration between all levels of government, non-governmental organizations, the private sector, and the general public. Furthermore, it is DHS's primary program to coordinate with the aforementioned groups to support citizen and community preparedness. The goals of *Citizen Corps* are as follows:

- Foster collaboration between government and civic leaders
- Have all citizens prepared
- Build a subset of capable citizen volunteers.

These goals require a change in the current preparedness culture. The culture change includes greater willingness of government to include the general public in emergency planning, education, training and exercises and of public to assume personal responsibility for individual and community preparedness.<sup>206</sup> According to the *Citizen Corps* website:

The mission of *Citizen Corps* is to harness the power of every individual through education, training, and volunteer service to make communities safer, stronger, and better prepared to respond to the threats of terrorism, crime, public health issues, and disasters of all kinds.<sup>207</sup>

To meet its mission and advance its first goal, *Citizen Corps* seeks to build partnerships at the state and community level and break down barriers between the various groups with emergency management roles. Citizen Corps Councils are the primary medium for

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<sup>206</sup> Citizen Corps, "Citizen Corps," Undated Power Point Presentation, <[http://www.citizencorps.gov/ppt/cc\\_overview\\_060106.ppt](http://www.citizencorps.gov/ppt/cc_overview_060106.ppt)>.

<sup>207</sup> Citizen Corps, "Citizen Corps Council," <<http://www.citizencorps.gov/cc/index.do>>.

developing these partnerships, as they are designed to bring everyone to the table to discuss preparedness issues. Citizen Corps Councils are designed to be flexible to meet the different needs of diverse communities. Membership in Citizen Corps Councils includes:<sup>208</sup>

- First responders and emergency management personnel
- Law enforcement, fire service, EMS/EMT, public works personnel
- Elected officials
- Service organizations: voluntary and other non-profits
- Business leaders and for-profit sector representatives
- School system representatives and youth organizations
- Critical infrastructure (transportation, utilities, etc.) representatives
- Media representatives
- Leaders of faith-based groups
- Military representatives
- Special needs representation
- Representatives of language and culture communities
- Leadership of community civic groups

To meet the second goal of preparing citizens, *Citizen Corps* encourages local Citizen Corps Councils to use available preparedness guidance and resources from the federal government, Citizen Corps Affiliates, and other authoritative sources to design educational outreach efforts tailored to the community. Specifically, local jurisdictions are encouraged to tailor outreach efforts to the community's threats and hazards, population composition, and social infrastructure. The *Citizen Corps*' approach couples awareness campaigns with local instruction on personal preparedness and guidance on drills, exercises.

To achieve the third goal of creating a subset of civilian volunteers, *Citizen Corps* and its Councils coordinate programs that provide individuals with opportunities to actively participate in readiness activities and to respond as part of government deployed teams. In addition, local jurisdictions are encouraged to integrate non-governmental personnel into government plans, preparations, and response protocols. These programs represent the government's primary avenue for directly engaging the public in hands on readiness and response activities; furthermore, they are intended to facilitate a segment of the

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<sup>208</sup> Citizen Corps, "Citizen Corps," Undated Power Point Presentation, <[http://www.citizencorps.gov/ppt/cc\\_overview\\_060106.ppt](http://www.citizencorps.gov/ppt/cc_overview_060106.ppt)>

general public assuming a volunteer or auxiliary role in all-phases of emergency management. The following is an overview of the available programs:<sup>209</sup>

*Community Emergency Response Team (CERT)*

- CERT trains individuals to be better prepared to respond to emergency situations in their communities. When emergencies happen, CERT members can give critical support to first responders, provide immediate assistance to victims, and organize spontaneous volunteers at a disaster site. CERT members can also help with non-emergency projects that help improve the safety of the community.

*Medical Reserve Corps*

- Medical Reserve Corps coordinates the skills of practicing and retired physicians, nurses and other health professionals as well as other citizens interested in health issues, who are eager to volunteer to address their community's ongoing public health needs and to help their community during large-scale emergency situations. MRC volunteers supplement existing emergency and public health resources.

*Fire Corps*

- Fire Corps promotes the use of citizen advocates to enhance the capacity of resource-constrained fire and rescue departments at all levels: volunteer, combination, and career. Citizen advocates can assist local fire departments in a range of activities including fire safety outreach, youth programs, and administrative support.

*USAonWatch- Neighborhood Watch*

- USAonWatch empowers citizens to become active in homeland security efforts through community participation. USAonWatch provides information, training, technical support and resources to local law enforcement agencies and citizens.

*Volunteers in Police Service (VIPS)*

- The VIPS Program provides support and resources for agencies interested in developing or enhancing a volunteer program and for citizens who wish to volunteer their time and skills with a law enforcement agency. The program's ultimate goal is to enhance the capacity of state and local law enforcement to utilize volunteers.

*Citizen Corps* is one of the most compelling federal level programs for public engagement in emergency preparedness. Currently, there are no national data available that measure or report the overall success of the initiatives contained in *Citizen Corps* program. Some noted shortcomings, however, appear to prevent this program from reaching its full potential such as inadequate integration of *Citizen Corps* into the other federal exercise and training programs. While *Citizen Corps* has been able to achieve some level of participation with Federal exercise and training programs such as TOPOFF/NLE, much larger scale participation could have a notable and beneficial

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<sup>209</sup> Citizen Corps, "Programs and Partners," <<http://www.citizencorps.gov/programs>>



impact. Similarly, the majority of the public may be unaware of *Citizen Corps* resources and activities, as they appear to be underpublicized. Inadequate funding and a segmented organizational structure within FEMA are other factors that are likely to limit *Citizen Corps*' ability to reach its goals.<sup>210</sup>

### **U.S. Department of Health and Human Services**

The U.S. Department of Health and Human Services (HHS) plays an important role in the Nation's ability to prepare, respond, and recover from an incident, especially when public health concerns are present. The Office of Preparedness and Emergency Operations (OPEO), under the Assistant Secretary for Preparedness and Response, has the primary responsibility to ensure public readiness for domestic and international public health and medical threats and emergencies.<sup>211</sup>

OPEO provides a host of technical reports and exercise materials to assist public health organizations in promoting readiness with regards to public health. These documents focus on improving overall preparedness capability and capacity of public health.<sup>212</sup> An analysis of the materials found that integration with and guidance for the ordinary public to be limited. HHS readiness programs are mainly intended for public health professionals, organizations, and facilities. Readiness guidance provided by HHS for the non-responder public is mainly in the form of links to *Ready.gov* and the American Red Cross websites.

An HHS program that does provide significant guidance for public interface is the Special Needs Populations Community Planning Toolkit for state emergency preparedness managers.<sup>213</sup> This toolkit provides guidance for emergency planners to plan for and assist those with disabilities. The guidance focuses on sheltering-in-place and evacuation for the special needs population.<sup>214</sup>

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<sup>210</sup> *Citizen Corps* is awarded only \$15 million in annual appropriations for grants to state and local governments, which falls short of its ambitious and crucial objectives. In addition to funding limitations, addressing structural obstacles within FEMA that limits *Citizen Corps*' ability to collaborate with like-minded organizations and initiatives could potentially improve its positive impact on citizen preparedness. For example, currently, the Community Preparedness Division is within the National Preparedness Directorate, organizationally separate from the *Ready* campaign, the Center for Faith-Based and Community Initiatives, and other offices with a primary role in community preparedness.

<sup>211</sup> HHS, "Office of Preparedness and Emergency Operations,"  
<<http://www.hhs.gov/aspr/opeco/index.html>>.

<sup>212</sup> HHS, "Technical Reports and Exercises,"  
<<http://www.hhs.gov/aspr/opeco/technicalreports.html>>.

<sup>213</sup> HHS, "Community Planning Toolkit for State Emergency Preparedness Managers,"  
<<http://www.hhs.gov/od/disabilitytoolkit/index.html>>.

<sup>214</sup> Mental health related to an incident also falls under the purview of HHS. "The Emergency Mental Health and Traumatic Stress Services Branch is the office within the Center for Mental Health Services (CMHS) that is responsible for assessing, promoting, and enhancing the resilience of Americans in times of crisis. Through an interagency agreement with the Federal

## **Homeland Security Exercise and Evaluation Program (HSEEP)**

HSEEP is a capabilities and performance-based exercise program that provides a standardized methodology and terminology for exercise design, development, conduct, evaluation, and improvement planning. Given the fact that “a consistent terminology and methodology for exercises is critical to avoiding confusion,” HSEEP is intended to provide a common method for exercises so that exercise planners from diverse organizations can seamlessly work together.<sup>215</sup>

HSEEP is intended for organizations that have a role in emergency management including federal, state, and local governments, nongovernmental organizations, and the private sector. The HSEEP program does not currently provide guidance for including public at large as active participants in exercises.

## **National Level Exercises**

### *Top Officials (TOPOFF) Exercise Series*

TOPOFF was a congressionally mandated preparedness exercise program that involved participation from officials at all levels of government as well as private sector representatives. TOPOFF exercises often integrated participants from some of the allied countries, including Canada and the United Kingdom. The exercise focused on a simulated response to a multi-faceted threat.

TOPOFF was intended to help educate officials on the decision making process during an incident. Specifically,

The exercise address[ed] policy and strategic issues that mobilize prevention and response systems, require participants to make difficult decisions, carry out essential functions, and challenge their ability to maintain a common operating picture during an incident of national significance.<sup>216</sup>

Conducted biannually, there were four TOPOFF exercises since 2000.

TOPOFF was the most prominent terrorism exercise program in the United States. It aimed to strengthen

The nation’s capacity to prevent, protect against, respond to, and recover from terrorist attacks involving weapons of mass destruction (WMDs). This National-level exercise provide[d] the means to conduct ‘full-scale,

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Emergency Management Agency (FEMA), this CMHS Branch supports immediate, short-term crisis counseling and ongoing support for the emotional recovery of victims of trauma and disasters.” For details, see HHS, “Emergency Mental Health and Traumatic Stress Services Branch,” Hhs.gov, <<http://mentalhealth.samhsa.gov/publications/allpubs/KEN95-0011/default.asp>>.

<sup>215</sup> “HSEEP Mission,” <[https://hseep.dhs.gov/pages/1001\\_HSEEP7.aspx](https://hseep.dhs.gov/pages/1001_HSEEP7.aspx)>.

<sup>216</sup> DHS, “TOPOFF: Exercising National Preparedness,” <[http://www.dhs.gov/xprepresp/training/gc\\_1179350946764.shtm](http://www.dhs.gov/xprepresp/training/gc_1179350946764.shtm)>.

full system tests' of collective preparedness, interoperability, and collaboration across all levels of the State, Federal, International government and the private sector.<sup>217</sup>

#### *National Level Exercise*

TOPOFF has recently been renamed as National Level Exercise (NLE) and is now scheduled to take place annually in accordance with DHS's National Exercise Program (NEP), the nation's overarching homeland security exercise program for planning, organizing, conducting and evaluating national-level exercises. Every other year, the NLE is required to have a terrorism related incident scenario. Currently, NLE 09 is scheduled for July 27-31, 2009 as the first major exercise to "focus exclusively on terrorism prevention and protection, as opposed to incident response and recovery."<sup>218</sup>

As mentioned above, public participation in these exercises has been limited to date. During the 2005 TOPOFF 3 exercise, *Citizen Corps* volunteers participated as victims in an effort to assist first responders to drill in a more realistic environment. During the 2007 TOPOFF 4 exercise, participation of *Citizen Corps* councils and programs was utilized to assess the effectiveness of public warnings as communicated by local officials.

#### **Center for Disease Control (CDC): Cities Readiness Initiative (CRI)**

The Cities Readiness Initiative is a federally funded program to help major cities across America quickly and adequately distribute critical medicines and medical supplies in case of a large scale medical emergency, such as a bioterrorist attack or radiological event. CRI is funded by the CDC through their Public Health Emergency Preparedness Cooperative Agreement. Funds and resources are given to individual states and distributed locally as needed, except for Washington, DC, New York, Los Angeles, and Chicago, which are funded directly. The CRI was created in 2004 and included only 21 cities; currently 72 cities participate in the program from across all 50 states.

An important feature of the CRI is the use of non-traditional emergency responders. In 2004, the Secretaries of HHS and DHS met with the Postmaster General and later signed an MOA to investigate how the United States Postal Service (USPS) could be used to aid in response to an incidence of bioterrorism. The resulting action was the CRI Postal Module, which involved the delivery of oral antibiotics to pre-designated zip codes in response to inhalation anthrax. Postmaster General John E. Potter said, "the letter carrier has long been a reliable presence in America's neighborhoods. This important and potentially lifesaving undertaking is a natural extension of what the carriers see as a service to their community."<sup>219</sup> The USPS system plays a vital role in the CRI's goal of

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<sup>217</sup> Office of Justice Programs, "A Better Prepared America through Practice and Preparation," <<http://www.ojp.usdoj.gov/odp/exercises.htm>>.

<sup>218</sup> FEMA, "National Level Exercise 2009 (NLE 09)," *FEMA.gov*, <as of February 20, 2009: [http://www.fema.gov/media/fact\\_sheets/nle09.shtm](http://www.fema.gov/media/fact_sheets/nle09.shtm)>.

<sup>219</sup> HHS, "News Release: HHS Announces New Steps in Anthrax Preparedness," <<http://www.hhs.gov/news/press/2008pres/10/20081001a.html>>.

providing emergency medical supplies to affected populations within 48 hours of being requested to do so. In fact, the CRI has tested this delivery system with great success in Seattle, Philadelphia, and Boston.<sup>220</sup>

The USPS participation requires that workers volunteer for this responsibility and remain healthy. Those who volunteered should be cleared to receive antibiotics in case of exposure to inhalation anthrax. As of 2008, the CRI obtained an Emergency Use Authorization from the FDA to provide doxycycline hyclate tablet emergency kits for USPS employees and members of their households.

### **Chemical Stockpile Emergency Preparedness Program (CSEPP)**

CSEPP is a joint FEMA and U.S. Army effort to aid communities that are in close proximity of the eight chemical stockpiles prepare for a chemical emergency. The official guardian of these chemical stockpiles, the U.S. Army merges its emergency management capabilities with those of FEMA to address risks that may be associated with public safety in areas surrounding the chemical stockpiles. These stockpiles are located in Alabama, Arkansas, Colorado, Indiana, Illinois, Kentucky, Maryland, Utah, and Oregon/Washington.

The CSEPP Strategic Plan identifies 12 goals, one of which is to “develop and exercise a public outreach/education program for public information and education.” The CSEPP budget allocates specifically for the planning, locating, acquiring/leasing, installing, testing, maintaining public alert and notification systems including indoor/outdoor sirens, public address speakers, tone alert radios, telephone based warning systems, hotline ring systems, and other audible warning devices. The budget also approves exercises and training for first responders and public outreach campaigns to inform civilians of the danger posed as well as how to act during a chemical crisis.<sup>221</sup>

CSEPP also creates Emergency Planning Zones (EPZs) for the at risk area around chemical stockpiles. One of the more active EPZs is surrounding the Umatilla Chemical Depot in northern Oregon by the Washington state border. CSEPP drilled this EPZ in May 2008 for three days, with test sirens and mock emergency messages were being relayed to the public. It required local leadership to deal with issues that may arise during possible evacuations or shelter in place warnings.

The public living in closest proximity to Umatilla Chemical Depot is further segmented into an immediate response zone (IRZ). Individuals living within the IRZ, as the name suggests, must act immediately following notice of an emergency. Individuals living slightly further out are classified as living in the Protective Action Zone (PAZ), and have a somewhat longer time to take action. PAZ's are further stratified by sectors U, V, and

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<sup>220</sup> Ibid.

<sup>221</sup> The Office of Financial Management and the CSEPP Program Office, “Guidance for Preparing and Managing the Chemical Stockpile Emergency Preparedness Program,” June 2005, <[http://www.fema.gov/pdf/government/grant/csepp\\_2006\\_ca\\_guidance\\_final.pdf](http://www.fema.gov/pdf/government/grant/csepp_2006_ca_guidance_final.pdf)>.

W depending on their geographic location relative to the Columbia River and districting within the PAZ.

During a chemical agent containment breach, highway signs and audible warning devices are utilized to provide the public with detailed instructions on sheltering in place, evacuation routes, and assistance centers for individuals.<sup>222</sup> Additionally, vibrating pagers are provided for the deaf and hearing impaired.

The measures in place to protect residents of these areas are extensive. 2007 Annual Report on CSEPP presents the level of preparedness concerning the educational facilities near the Umatilla Chemical Depot as follows:

Those schools which evacuate ... have been provided with sufficient on-hand buses to accomplish a single lift evacuation of all students and staff. To insure that there are enough trained and certified drivers available to drive the buses during an emergency, select teachers and staff have been trained to operate the buses. Each evacuated school has a designated host school where students and staff will be taken and housed until they can be reunited with their families.

Schools which employ shelter-in-place protective actions have been equipped with state-of-the-art collective over pressurization systems. The over pressurization systems draw outside air through banks of activated charcoal filters and deliver the conditioned "clean" air to a sealed envelope area within the school.<sup>223</sup>

The Umatilla Chemical Depot is very pro-active in engaging the public in preparedness activities. In 2007 alone, the following measures were undertaken and resources utilized to inform the public in this area:

- Presentations and community events—the public information team spoke to 17,440 people while attending or hosting 162 events.
- Website—the local CSEPP web site, [www.csepp.net](http://www.csepp.net), received 515,338 page requests.
- Public Phone Calls—the media campaign generated 345 phone calls from people seeking additional information.
- Hispanic Phone Calls—the toll-free Spanish Information line (which was implemented in 2005) received 78 calls.
- Media Activity—the Umatilla Public Information Group (UPIG) responded to 33 media phone calls and organized five media events.

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<sup>222</sup> Benton County Emergency Services, "Chemical Stockpile Emergency Preparedness Program," <<http://www.bces.wa.gov/csepp%20new.htm>>.

<sup>223</sup> Oregon CSEPP, "Oregon CSEPP Chemical Stockpile Emergency Preparedness Program: 2007 Annual Report," <[http://www.csepp.net/\\_reports\\_/2007\\_ORCSEPP\\_Annual\\_Report.pdf](http://www.csepp.net/_reports_/2007_ORCSEPP_Annual_Report.pdf)>.

- Media Campaign—the Umatilla Public Information Group (UPIG) again enhanced outreach efforts by using a paid advertising campaign during seven months. Each month focused on a different theme.<sup>224</sup> Topics included:
  - Shelter in Place Step (February)
  - We are Preparing, How about You? (May)
  - A thousand thanks for making us safer! (June)
  - New to the Area?, How to get a Tone Alert Radio (August)
  - Are You Ready? Be ready for chemical emergency (September)
  - Do You Know Show – Five-Part Warning System (December)
- Wally’s Club House—The 18-foot Wells Cargo trailer continues to provide the public, primarily children, a “hands-on” opportunity to practice sheltering in place. Colorful external graphics help draw crowds at the many outdoor events attended by the Public Information Team. Wally and his Clubhouse attended 35 events and gave out information on sheltering in place and emergency preparedness.
- Annual inspections—Umatilla County Logistics Officer and over pressurization facilities maintenance company management conducted an annual inspection and annual facilities staff training at all CSEPP over pressurized facilities.<sup>225</sup>

### **Nuclear Regulatory Commission**

The NRC has established emergency planning zones (EPZs) which encompass a ten-mile radius around all commercial nuclear power plants within the United States. Each plant is required to run training exercises and drills every two years to ensure the safety of all radiological material including force on forces drills to ensure plant security forces can repel external attackers attempting to gain access to the reactor. Additionally, the commission has requirements for emergency planning in Title X of the Code of Federal Regulations, Part 50.47 which covers the following:

- Assignment of Responsibility/Onsite Emergency Organization
- Emergency Response Support and Resources/Emergency Classification System
- Notification Methods and Procedures/ Emergency Communications
- Accident Assessment/Protective Response
- Radiological Exposure Control/Medical and Public Health Support
- Recovery and Reentry Planning and Post-Accident Operations/Exercises and Drills
- Responsibility for the Planning Effort: Development, Periodic Review, and Distribution of Emergency Plans/Radiological Emergency Response Training<sup>226</sup>

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<sup>224</sup> TV, radio, and print advertising can be viewed online at  
<[http://www.csepp.net/campaign/Umatilla\\_Media\\_Campaign.html](http://www.csepp.net/campaign/Umatilla_Media_Campaign.html).2007>.

<sup>225</sup> Ibid.

The Federal Radiological Preparedness Coordinating Committee (FRPCC) will assist federal and state authorities in training to improve the emergency response, minimize public impact and prevent the duplication of resources at the federal and state level.<sup>227</sup> Additionally, in January 2001, the NRC issued a rule that the NRC must consider the use of potassium iodide in all of its emergency planning. Based upon FDA guidance, potassium iodide can dramatically reduce the radiation exposure to the thyroid gland helping prevent thyroid cancer during a radiological event. The NRC has provided potassium iodide tablets to states that have sought them for the protection of their inhabitants within ten-mile EPZs.<sup>228</sup>

### ***Non-Federal Efforts to Engage the Public***

#### **The Great Southern California ShakeOut**

The ShakeOut was an earthquake drill that took place on November 13, 2008. At 10:00 a.m. on November 13, 2008, participants were asked to “drop, cover, and hold on” to practice what they would do in the event of an earthquake. The drill targeted essentially all segments of the society: first responders, business, community organizations, schools, families, individuals, and others were asked to participate in the drill. The objectives were to provide overall earthquake awareness/preparedness and to drill the public on what to do during an earthquake.

The ShakeOut drill resulted in the largest earthquake drill in the nation’s history, with 5.47 million participants.<sup>229</sup> The Shakeout was deemed an overall success by many officials. Furthermore, several officials and organizations are calling for the Shakeout to be a yearly drill and should be expanded to the entire state. According to Mike Martinet, Executive Director, *South Bay Office of Disaster Management*, “This is the best single effort in emergency preparedness in my nearly 20 years in the business. I hope that we can continue to use this scenario or some variations thereof for years to come.”<sup>230</sup>

Beyond widespread public participation, one of the most significant outcomes of the drill was the identification of areas for improvement. The more notable include: “Improved communications with citizens groups, neighborhood watch groups, and the public; getting more buy-in from the top-level in many organizations, businesses, and educational institutions; and giving people more time to get ready.”<sup>231</sup>

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<sup>226</sup> See <<http://www.nrc.gov/reading-rm/doc-collections/fact-sheets/emer-paln-prep.html>>.

<sup>227</sup> “Federal Radiological Emergency Response Plan- Operational Plan,” May 1, 1996, <[http://www.fas.org/nuke/guide/usa/doctrine/national/frerp.htm#\\_1\\_8](http://www.fas.org/nuke/guide/usa/doctrine/national/frerp.htm#_1_8)>.

<sup>228</sup> United States Nuclear Regulatory Commission, “Use of Potassium Iodide,” <<http://www.nrc.gov/about-nrc/emerg-preparedness/protect-public/potassium-iodide-use.html>>

<sup>229</sup> “Results Are In: Great Southern California ShakeOut Successful, Sets U.S. Record,” *USGS Newsroom*, December 19, 2008, <<http://www.usgs.gov/newsroom/article.asp?ID=2098>>.

<sup>230</sup> Ibid.

<sup>231</sup> Ibid.

This widespread active public engagement in a drill is an innovative method to advance public preparedness when compared to more traditional public awareness campaigns, such as *Ready* campaign.

### **New York City Office of Emergency Management**

The Office of Emergency Management (OEM) in New York City is an independent agency which was founded in 1996 to develop and test emergency management plans often times utilizing drills and exercises to ensure efficient communication between responding agencies during an emergency. The OEM offers specific information for New York City residents offering them valuable insights on their website and even directly targets businesses as a critical demographic. The OEM conducts numerous drills and training simulations. An example would be the August 26, 2007 multi-agency exercise at Penn Station requiring closing large portions of the station and many adjacent streets. The exercise was to test the city's emergency response to a terrorist attack. While this drill primarily involved only first responders, CERT members also had an active role. The New York City OEM often times works closely with the CERT teams in the area via the *Citizen Corps* to help maximize their contribution to public preparedness. The OEM has utilized CERT members to play the role of civilians during preparedness drills for first responders. The OEM also had CERT members drill side-by-side with first responders during a hurricane drill to create temporary housing and shelters for dislocated individuals.

### **Severe Weather Awareness Week**

The Kansas Division of Emergency Management and the Missouri State Emergency Management worked together to conduct state-wide weather drills in both states during Severe Weather Awareness Week (March 10-14, 2008). All local sirens were activated along with the Emergency Alert System during the "tornado day" on March 11, 2008. Residents of both states were encouraged to treat the drill as a real tornado emergency. The purpose of the drill was to test emergency preparedness in the face of life threatening weather conditions.<sup>232</sup>

## **Analysis: Comparison of Israeli and U.S. Efforts on Public Participation in Emergency Readiness and Preparedness Training/Drills**

Following are some key findings about the Israeli and U.S. approaches to public participation in emergency readiness and preparedness training /drills:

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<sup>232</sup> NOAA's National Weather Service Weather Forecast Office, "Kansas and Missouri Severe Weather Awareness Week set for March 9-13, 2009; Annual Statewide Tornado Drills scheduled for Tuesday, March 10 at 1:30 p.m.," <<http://www.crh.noaa.gov/eax/?n=severewx-awareness>>.



### ***Israel***

- Israel faces a ubiquitous threat. The government, the civilian population, uniformed responders, and the private sector view preparedness as a high priority.
- There is a high level consensus about the importance of engaging the public in emergency management exercises in Israel. Israeli authorities see the populous as an important resource.
- The public as a whole is willing and motivated to participate in readiness activities.
- Israel is a very small nation with a small population, and thus national exercises are far more easily accomplished.
- There is mandatory service for the majority of Israeli citizens in the Israeli Defense Force. This creates a sense of camaraderie between Israeli citizens and between government and nongovernmental agencies. Due to the training provided during an individual's service period, much of the civilian population are qualified to serve as *de facto* first responders.
- The effects of efforts in Israel to engage the public in preparedness activities are two-pronged. They physically help prepare and protect the populous for emergencies while psychologically reassuring the public.
- Israeli preparedness efforts target children from an early age making the adult population especially resilient as they have been trained /drilled from an early age.

### ***United States***

- Preparedness is widely viewed by the public as a primarily government function.
- The general public does not appear to be highly motivated to participate in self-preparedness activities. Readiness is not a priority for many in the U.S., perhaps owing to the perception that there is no urgency to the threat in the United States as distinguished from the situation in Israel.
- Public is not seen as resource or capable partners by officials to leverage for effective preparedness. Generally speaking, preparedness for responding to emergencies seems to be far more focused on preparations for the official response than on response by members of the public. Therefore, most drills, training, and exercises are intended for first responders and official emergency management personnel, not the public.
- National programs that target ordinary citizens for training and drilling are not only rare, but also lack adequate funding.
- Preparedness programs designed for the public are more geared towards public awareness instead of public participation and engagement in drills, training, and exercises.
- Programs in the U.S. that may facilitate hands on citizen involvement in emergency response training require individuals to take significant initiative to seek out such preparedness activities and training.

## **The Way Forward: Recommendations**

To develop a culture of resiliency within the U.S., more will need to be done to advance the notion that preparedness is a joint responsibility for the government and the public, requiring both entities to take an active role. However, these roles should not be independent of each other; their coordination is essential for true national preparedness.

Currently, the general public appears to be on the sidelines with regards to government preparedness and exercise programs in the United States—these programs focus on teaching emergency workers, and not the public, how to respond to emergencies.

Flynn discusses the importance of empowering the individual when he writes:

What Washington should do ... is arm Americans with greater confidence in their ability to respond, prepare for and recover from terrorist strikes and disasters of all types. Confidence in their resilience would cap their fear and in turn undermine much of the incentives terrorists have for incurring the costs and risks of targeting the U.S. homeland.<sup>233</sup>

Clearly, the operational environments of Israel and the United States have fundamental differences that help account for the different approaches adopted to countering terrorism and the role and engagement of public in civil defense. This study has not systematically and exhaustively considered all the differences between the two countries or the extent to which those differences may limit some practices' applicability to the United States. Nonetheless, we referred to those differences consistently as we determined which or what parts of Israeli practices may be useful in strengthening American efforts on public participation in preparedness drills and exercises.

The following are some of our key recommendations:

- Moving the general public beyond “awareness” to “engaged citizenry” should be a goal of all federal efforts. Citizens should be encouraged to have a more realistic sense of government's resources and capabilities to address the needs of all people during an incident.<sup>234</sup> This will make it clear that individuals should take ownership of their preparedness and invest in building their self-reliance.
- Government sponsored and organized preparedness exercises need to incorporate active public participation. Greater public involvement is necessary not only to increase the effectiveness of emergency plans and associated exercises or drills, but also because of the fact that hands-on training through drills and exercises is the

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<sup>233</sup> Stephen E. Flynn, “America the Resilient, Defying Terrorism and Mitigating Natural Disasters. *Foreign Affairs*,” March/April 2008, <<http://www.foreignaffairs.org/20080301faessay87201-p0/stephen-e-flynn/america-the-resilient.html>>.

<sup>234</sup> Homeland Security Policy Institute Policy and Research Forum, “FEMA: Capabilities, Coordination, and Capacity for the Future,” January 13, 2009, <[http://www.gwumc.edu/hspi/FEMA\\_Paulison.htm](http://www.gwumc.edu/hspi/FEMA_Paulison.htm)>.

surest way to help public develop brain muscle memory on how to behave during emergencies.

- Drills can be conducted at community levels to build pockets of support. While a national drill may not be practical in the United States due to the size of the country, local communities could organize and execute drills on a smaller scale for the public. Conducted as part of a larger coordinated national program with standardized operational concepts and educational materials, numerous local/community drills are likely to provide much of the same kind of benefit that Israel obtains through its national exercise program. The Israeli Turning Point drill series and the Great ShakeOut drill offer examples for how to execute a comprehensive drill with both the government and the public as participants.
- A significant part of fostering a new culture of active citizen engagement in drills and trainings may be involving children from a young age in emergency readiness activities. While the need for greater readiness is immediate, teaching in-depth preparedness skills to school-age children could lead to a long-term success for internalization by the public of the need for greater preparedness. The Israeli model of school drills and mediation of a city security officer between schools and government may be useful.

## **SECTION IV: GOVERNMENT COMMUNICATIONS WITH THE PUBLIC ON TERRORISM-RELATED ISSUES**

A significant part of government-public partnership on counterterrorism efforts relies on a clear understanding by both sides of their respective roles and obligations. One of the crucial responsibilities of any government is to inform its citizens on the range of possible threats and hazards to personal safety and homeland security. Conveying this information to the public is significant, in turn, for the public to be able to assume its own responsibilities for personal safety and homeland security. “Risk communication,” which is defined here as “the process of providing the public with information that serves to reduce anxiety and fear as well as provide suggestions for planning that will assist the public in responding appropriately to some crisis (or impending crisis) situation,”<sup>235</sup> is an essential and critical component of a counterterrorism strategy that advocates an active and strong public engagement.

When addressing the public it is important to present risk messaging that is appropriate to the nature, type and level of the threat at hand. Philip Bobbit, a leading constitutional theorist, divides emergency messaging into three distinct forms: informing, alerting and warning.<sup>236</sup> Informing is defined as letting the public know what the government knows, without compromising national security, regarding threats, their nature and significance. Informing also includes educating the public about what they can/should do regarding these threats. Alerting refers to communications with businesses in the private sector in an effort to protect critical infrastructure. Public officials may “alert” businesses when there is a credible reason for them to be on guard. Finally, warning involves specific information about a potential threat. The purpose of a warning is to ensure that the respective public takes the proper precautions to minimize the risk of injury, death, and destruction.<sup>237</sup>

The nature and effectiveness of risk communications carry a practical significance for ensuring a working relationship amongst all those involved in emergency response and management and for minimizing loss of life and injury amongst the citizens. Additionally, risk communications are crucial for reasons that are not immediately visible or readily obvious. Depending on whether these communications are precise, balanced, and honest, they can help to establish and maintain public confidence on the government’s ability to accurately assess the security problems and keep consequences

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<sup>235</sup> Ruby E. Brown, “Risk Communication,” Power Point Presentation, Arlington County Community Resilience Project, Arlington County Behavioral Healthcare Division, Undated, as of March 25, 2009 available from <[www.vdh.state.va.us/epr/powerpoint/RiskSlides.ppt](http://www.vdh.state.va.us/epr/powerpoint/RiskSlides.ppt)>.

<sup>236</sup> Philip Bobbit, “Being Clear About Present Dangers,” *The New York Times*, August 11, 2004, <<http://query.nytimes.com/gst/fullpage.html?res=9D01E1DD1F3CF932A2575BC0A9629C8B63&sec=&spon=&pagewanted=all>>.

<sup>237</sup> Ibid.

under control. According to a study conducted by the *New York Academy of Medicine* “people are more likely to follow official instructions when they have a lot of trust in what officials tell them to do and are confident that their community is prepared to meet their needs if a terrorist attack occurs.”<sup>238</sup> Crucial to this relationship, then, is the nature of the pre-emergency communication and interaction between the public and emergency management agencies.<sup>239</sup> It is this relationship that will determine the extent of confidence and faith the public has in government during and after an incident. Therefore, whether risk communications are effective or not may have a long lasting impact on the level of trust between the citizens and the official establishment—a major target of any psychological warfare including terrorist operations. Furthermore, not only effective risk communications help substantiate the trust that the public has in government, but that risk communications conveyed by trusted messengers are likely to be more effective in influencing and guiding public during a crisis.

A successful homeland security approach must develop a coherent and integrated plan for risk communications. Like any other successful communication, terrorism-related communications must also rely on a two-way dialogue. It is only through a two-way flow of information that both sides will be able to complement each other’s efforts and capabilities. This will also facilitate a mutual agreement on the nature and level of responsibilities during a major man-made or natural crisis.

Below is a review of the Israeli and U.S. official communications with the public on terrorism-related issues. Contextual differences between Israel and the United States are also noted in this section as they condition the type and nature of such communications in both countries.

## **Government Communications with the Public on Terrorism-related Issues in Israel**

On May 14, 1948, as the country of Israel was officially declared a state, Israeli leader David Ben Gurion stated “the entire people is the army, the entire land is the front.”<sup>240</sup> Since that time, terrorism and regional instability have become daily realities for the people of Israel. During the subsequent years, the Israel government has worked to build an informed, prepared, and resilient populace.

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<sup>238</sup> Roz D. Lasker, *Redefining Readiness: Terrorism Planning through the Eyes of the Public*, The New York Academy of Medicine: Center for the Advancement of Collaborative Strategies in Health, September 14, 2004, <<http://www.redefiningreadiness.net/rstudy.html>>.

<sup>239</sup> Professional competence of emergency management authorities is equally, if not more, crucial in determining the public faith and trust. For the purposes of this section, however, the significance of the pre-existing communications and interaction between the public and emergency management agencies is emphasized.

<sup>240</sup> Home Front Command, “The Home Front through Time,” <<http://www.oref.org.il/82-en/PAKAR.aspx>>.

Doing so requires effective communications with the Israeli public through a multitude of government programs and agencies. When addressing its public, the state of Israel is careful to ensure distinctions in the tone. Provided information is precise in terms of the nature and level of the threat. Alerts are targeted and provide informative and detailed content. Warnings from the government always include specific and extensive instructions on how to behave given the threat situation at hand.

Even though terrorism, by nature, is a scary topic, Israeli officials believe that honest communications with the public on the nature and level of threat is likely to better prepare the public for what they are facing in terms of personal safety and homeland security.

Israeli risk communications also place an emphasis on conveying messages, whenever possible, through a single and well-known messenger to maximize chances of effective delivery and public compliance. There is a high level of consistency in terrorism-related messaging and terrorism content is always delivered by trustworthy and recognizable individuals. Messaging to specific target audiences including at risk populations is an integral part of counterterrorism efforts.

Israel's disaster response system consists of a well organized and closely coordinated network of government agencies. Key governmental players in risk communications include the Israeli Defense Force (IDF), the Home Front Command (HFC), and the Israeli Police Force. Other government agencies assume some role in emergency communications, but the IDF, HFC, and the national police assume the brunt of responsibility. Locally, the mayor of each town is responsible for ensuring his or her constituency is informed during an emergency.<sup>241</sup>

The following sections provide a review of the nature, ways and means of the Israeli government communicates with the public on terrorism related matters.

### ***Elements of Risk Communications***

#### **Communication Means**

Israeli media outlets offer a variety of channels for key government agencies to communicate with the public. Television is currently the most widely used media delivery channel with the greatest influence in Israel. With multiple stations geared towards a variety of audiences, television is an effective tool for education and notification programs. Radio is the oldest and most frequently used outlet for government broadcasts during an emergency.<sup>242</sup> Because radios are not dependent on electrical power, they are the most practical media source in the event of a blackout. Print media such as newspapers, flyers, and brochures are effective communication tools before and after an emergency, but are generally not distributed during a short-lived emergency.

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<sup>241</sup> Interview with Israel Hasson, January 12, 2009.

<sup>242</sup> Saul Austerlitz, "A Common Frequency in the Middle East," *The Boston Globe*, July 8, 2007, <[http://www.boston.com/ae/tv/articles/2007/07/08/a\\_common\\_frequency\\_in\\_the\\_middle\\_east/](http://www.boston.com/ae/tv/articles/2007/07/08/a_common_frequency_in_the_middle_east/)>.

Today's world also offers a variety of non-traditional forms of media. Of the almost 7 million people in Israel, 3.2 million are internet users.<sup>243</sup> Additionally, cell phones and email accounts are becoming more common in Israel. Each of these mediums can be used for instant emergency notifications and/or detailed emergency preparedness plans. The Israeli government employs most of these tools for emergency communications, the exceptions being cell phones and email accounts. However, the success of emergency preparedness websites has spurred several Israeli NGOs to begin experimenting with other non-traditional means of emergency notification. Should these efforts prove successful, non-traditional tools such as email and SMS text alerts may become more popular with the Israeli government. Should all other forms of communication fail, each town is equipped with a siren to warn residents of an emergency.<sup>244</sup> Different types of sirens signal to the public what type of emergency they are facing and prompt them for proper action.

### **Message Presentation**

Maintaining public morale during and after emergencies is dependent on the manner in which messages are conveyed. Messages must be informative, but not overly detailed; urgent, but not conducive to creating panic or paralysis. Israeli authorities must appear to communicate with the public in an honest, balanced and timely manner. The content of the communications is informative regarding the type and intensity of the threat; warnings are region-specific and timely; information is accompanied by specific instructions on proper response behavior.

The Israeli government has refined its approach over time. For example, during the 1990s, news media channels appeared to have sensationalized emergency incidents. However, the government discovered that this was having an adverse affect on public morale and response time. Graphic footage only further panicked and traumatized the Israeli people. Since that time, the Israeli government promoted placing terrorist attacks in a realistic perspective *vis-à-vis* other dangers that citizens face in everyday life. Today, emergency broadcasts provide information on what is currently happening and the precautions necessary at that particular moment, but little else. Footage from the scene of a crisis is limited, if any is displayed at all.<sup>245</sup> There are no interviews of victims or their families. Every effort is made to clean the scene and reopen business as quickly as possible. In essence, Israeli media now uses a "report and move on" method when dealing with an emergency situation. By keeping broadcasts informative in nature, media can help minimize the psychological effect the terrorists hope to achieve with the event.

An example of Israel's attempt to put terrorist attacks in perspective can be found in the televised program, *Nation of the Road*. Since 2005, the Israeli *Galgalatz* station, with the

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<sup>243</sup> Miniwatts Marketing Group, "Israel: Internet Usage and Marketing Report," *Internet World Stats*, September 2005, <<http://www.internetworldstats.com/me/il.htm>>.

<sup>244</sup> Interview with Elkana Harnof, January 12, 2009.

<sup>245</sup> Tamar Liebes and Zohar Kampf, "Routinizing Terror: Media Coverage and Public Practices in Israel, 2000-2005," *The Harvard International Journal of Press/Politics*, 2007.

support of the government, has made a point of covering car accidents in the same sensationalist manner that terrorist attacks are covered in many Western countries. Each segment of the program displays gruesome wreckage and on-scene interviews with victims, eyewitnesses, rescue teams, and hospital personnel. Israel hopes that covering car accidents in this manner will serve a dual purpose. First, it is designed to bring attention to the number of road fatalities due to reckless driving. Second, and more importantly, Israeli authorities hope that the public will get the message that more lives are lost to car accidents than to terrorist attacks. Regardless of the fear each attack is meant to instill, Israelis understand that death or injury from a terrorist attack is actually a very low possibility.<sup>246</sup> This initiative is not designed to minimize the terrorist threat Israeli society faces but as a strategy to counter the psychological impact of this threat by helping the public attain a realistic awareness of terrorism relative to other hazards.

In addition to the content and the context of the message, the effectiveness of the risk communications may be conditioned by the messenger. Israeli authorities recognize that the fact that who delivers the message may make a difference in terms of the credibility and authority of the message. Emergency messages in Israel are all broadcast by the same announcer, Gadi Sukenik. A veteran Israeli news anchor, Sukenik was considered the most popular anchor during his tenure. The Israeli government believed that using a familiar television personality would be a calming and recognizable presence for the Israeli public. Sukenik also anchors the mock emergency broadcasts during national drills, and appears in HFC PSAs, to maintain consistency. Therefore, whenever a broadcast with Sukenik is displayed, the Israeli public knows it involves emergency communication content.<sup>247</sup>

### **Public Opinion**

A significant determinant of the success of any risk communications is the public opinion and perceptions of the officials in charge of homeland security and emergency management issues. Despite the constant threat of terrorism, a 2007 poll conducted in Israel indicated that over 80% of Israelis were in a positive mood, with 76% saying they would never leave the country.<sup>248</sup> Over 50% of Israelis believed that Jews were safer in Israel than in any other part of the world.<sup>249</sup> Statements of a strong national identity can be viewed as indications of a resilient populace. Much of this resilience and assurance maybe related to the high confidence Israelis have in their government. When asked, 82%

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<sup>246</sup> Yael Pries-Shimshi, "Creating a Citizenry Prepared for Terrorism: Education, Media, and Public Awareness," International Institute for Counter-Terrorism, June 1, 2005, <<http://www.ict.org.il/Articles/tabid/66/Articlsid/184/currentpage/13/Default.aspx>>

<sup>247</sup> Ezra HaLevi, "'Day Four of the War' - Israel's Largest Emergency Drill Ever," Israel National News, April 6, 2008, <<http://www.israelnationalnews.com/News/News.aspx/125808>>.

<sup>248</sup> Jewish Virtual Library, "Israeli Views on IDF, Society, Peace Process, and Government," September 7, 2007, <[http://www.jewishvirtuallibrary.org/jsource/Society\\_&\\_Culture/ispoterror.html](http://www.jewishvirtuallibrary.org/jsource/Society_&_Culture/ispoterror.html)>.

<sup>249</sup> Ibid.



of Israelis expressed support for and confidence in the IDF.<sup>250</sup> A majority of Israelis believe the decrease in terrorist attacks over the last two years is the result of preventative measures from the government.<sup>251</sup> Israelis have also learned how to incorporate the threat of terrorism into their everyday life. Today, terrorism is not considered the biggest threat to Israel by the Israeli public. Rather, it falls third, behind “Arab countries” and “corruption” among the Hebrew speakers (Figure 29).<sup>252</sup> These statistics suggest that cultural perspective plays a significant role in the Israeli public’s ability to place terrorism in its proper context and resist the manipulations of terrorist tactics to question their government and their way of life.

**Figure 29: Which constitutes the greatest threat to Israel’s existence?**

	Israeli Linguistic Groups		
	Hebrew*	Russian*	Arabic*
<b>Corruption</b>	19%	12%	40%
<b>Arab countries</b>	22%	34%	10%
<b>Terrorism</b>	16%	20%	21%
<b>Societal gap/Poverty</b>	15%	11%	6%
<b>Demographics</b>	12%	8%	0%
<b>Jew/Israeli-Arab relations</b>	5%	5%	11%
<b>Religious/Secular relations</b>	5%	2%	6%

\*% of the total linguistic group

Source: Keevoon Research, Strategy and Communications, May 28-30, 2007.

### ***Government Communication Programs***

Official government communications with the Israeli public on terrorism-related issues fall into one of the two categories: preparedness or threat communications. The government gets its messages out, as described, through a number of delivery mechanisms.

#### **Television**

Any Israeli government agency can communicate with the public through the public broadcasting system. Two television channels are available for public programming in Israel. Channel 1 airs news programs and original documentaries. Programming can be

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<sup>250</sup> Ibid.

<sup>251</sup> Jewish Virtual Library, “Peace Index: Israeli Opinion Towards Terrorism,” 2 January 2007, <as of February 17, 2009: [http://www.jewishvirtuallibrary.org/jsource/Society\\_&\\_Culture/ispoterror.html](http://www.jewishvirtuallibrary.org/jsource/Society_&_Culture/ispoterror.html)>.

<sup>252</sup> Jewish Virtual Library, “Israeli Views on IDF, Society, Peace Process, and Government.”

about a variety of issues, including emergency preparedness. Past documentaries and news clips have targeted kids for preparedness lessons, encouraged vigilance during national holidays and festivals, and have been specially created to give information on a recent crisis or situation. These programs are released by a variety of government agencies ranging from the MoE, to the Ministry of Public Safety, to the IDF. Most of the programming on Channel 1 is broadcast in Hebrew, with the exception of 20 hours a week set aside for Arabic programming.<sup>253</sup>

Israel's second public television station is Channel 33. Programming on Channel 33 is designed to be more entertaining and reach a larger audience than Channel 1. Channel 33

**Figure 30: Gadi Sukenik, Home Front Command PSA with Arabic and Russian Subtitles**



Source: HFC

focuses on live broadcast news and sports clips and cultural programs. This allows the government to provide up to date information on situations when required. The cultural programs appeal to a wider audience than the ones broadcast on Channel 1. Through these programs, any government agency can address a particular aspect of Israeli culture. For example, several programs are designed to educate recent immigrants about Israeli culture, including the necessary information for emergency management and response.<sup>254</sup>

Aside from public broadcasting venues, Israeli authorities may utilize their own communication channels to ensure public outreach during times of emergency. The IDF does not own or operate any television broadcast networks. However, during an emergency, the IDF has its own wartime broadcasting headquarters. From an underground location, the IDF is linked directly to all television and radio stations. In the event of an imminent rocket or mortar attack a specific code word that is known to the public is broadcast on the air, followed by sirens. This signals the public to immediately take shelter. Simultaneous

<sup>253</sup> Israel Ministry of Foreign Affairs, "Overview of the Israel Broadcasting Authority," January 11, 2003, <[http://www.mfa.gov.il/MFA/MFAArchive/2000\\_2009/2003/1/Israel%20Broadcasting%20Auth](http://www.mfa.gov.il/MFA/MFAArchive/2000_2009/2003/1/Israel%20Broadcasting%20Authority)>.

<sup>254</sup> Ibid.

to the initial signal, the IDF releases a statement to the public through the Home Front Command Website and news media outlets.<sup>255</sup> After the initial signal, the Home Front Command will broadcast further instructions, or an all clear signal, as needed.

HFC utilizes Public Service Announcements (PSA) and commercials as a means of communicating through the television during times of calm.<sup>256</sup> Time is the primary difference between the two forms of announcements, with PSAs generally running longer than commercials. PSAs from the Home Front Command inform Israeli citizens about the proper emergency procedures for rocket attacks, suicide bombings, and natural disasters (Figure 30). Citizens are instructed on which room is the safest in their home depending on style of housing and type of emergency. Each PSA is broadcast in Hebrew, Arabic, English, Russian, and Amharic. A few special PSAs encourage the public to be vigilant and support the efforts of the Home Front Command and the IDF.<sup>257</sup> PSAs can be released for general education or tailored to address a specific threat. Commercials are also commonly used by HFC as a means of spotlighting a particular preparedness issue. Government-sponsored commercials are generally geared towards a particular audience. For example, a commercial for school age children, which demonstrated how to identify a suspicious package, was broadcast in Israel during the 1990s.<sup>258</sup> Other commercials by HFC provide emergency contact information for recent immigrants.<sup>259</sup>

During an emergency, all broadcasting air time is automatically released into government control, including commercial broadcasters' airtime, based on Israeli law. This allows the Home Front Command to issue any alerts or statements about an impending or ongoing situation. Since all stations carry government broadcasts during an emergency, there is no need for the public to tune into a specific channel.

## **Radio**

Like the public television stations, any government agency has the ability to broadcast programs through Israeli public radio stations. *Kol Yisrael* or "The Voice of Israel," is the primary public radio broadcasting system. Under *Kol Yisrael*, several themed stations exist, including one for music, one for news, and one for cultural programs. News reports are given every hour on the hour during times of calm, and more frequently during emergencies. Most of the government emergency management radio programs through *Kol Yisrael* to date have been aimed at either younger audiences or senior citizens.<sup>260</sup>

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<sup>255</sup> Home Front Command, "IDF Spokesperson's Unit Establishes a Wartime Broadcasting Station," February 9, 2003, <<http://www.israelnewsagency.com/israelwarcivildefense.html>>.

<sup>256</sup> Public Service Announcement placed on YouTube  
<<http://www.youtube.com/user/pakar2008>>.

<sup>257</sup> Ibid.

<sup>258</sup> SSNEditor, <<http://www.youtube.com/watch?v=ioxzNUsAhto>>.

<sup>259</sup> Reka Official Website, English Version, <<http://www.iba.org.il/reka/>>.

<sup>260</sup> Ibid.

*Reka* is Israel's second public radio station. This station is specifically designed for immigrant populations. Broadcasting in over 15 languages, *Reka* provides news and music for minority cultures in Israel. Government agencies can use *Reka* to address specific populations that need help adjusting to Israeli culture. Most recently, MoE released a string of programs for Ethiopian immigrants to facilitate their integration into Israeli society. These programs included information about emergency management and response issues as well.<sup>261</sup>

In addition to public radio stations, IDF and HFC can utilize their own radio stations to relay risk communications before and during emergencies. IDF operates Israel's two most popular radio stations. The Israeli Army Radio broadcasts two main channels, *Galatz* and *Galgatz*. *Galatz* is a talk radio station, providing up-to-date information for listeners on current or potential emergency incidents. *Galgatz* plays primarily Israeli and American pop and rock music. Music broadcasts continuously during the day, regardless of an ongoing situation. It is believed that playing music during an emergency helps keep up public morale.<sup>262</sup> During times of calm, *Galgatz* broadcasts traffic reports at the top of every hour. After several decades on the air, there is a general understanding among the Israeli public to tune into *Galatz* for information during an emergency.

After the Second Lebanon War of 2006, HFC established a "silent" radio station. Three FM stations broadcast continuously throughout the day but remain silent, with nothing being broadcast over the airwaves. In the event of an emergency, the stations broadcast a siren and emergency message. This allows the public to keep the radio tuned to one of these three stations day and night, without it interrupting daily activity.<sup>263</sup> These stations are particularly useful for nighttime attacks when the likelihood of an audience for regular media outlets is low.<sup>264</sup>

### **Internet**

HFC operates two websites. The primary one is available for public viewing at all times. On this website, Israeli citizens can access information on the threat posed by specific disaster-causing events, the proper procedures for survival during emergencies (listed by type of emergencies), how to prepare both mentally and physically (including the proper tools in a survival kit) for various disasters, and when and where preparedness exercises will occur. A secondary emergency website run by HFC is only activated and available for viewing during an actual emergency. Once activated, it provides the public with up-

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<sup>261</sup> Ibid.

<sup>262</sup> Saul Austerlitz, "A Common Frequency in the Middle East."

<sup>263</sup> Yaakov Katz, "IDF Orders Karmiel Businesses to Close Over Weekend," July 15, 2006, *The Jerusalem Post*, <<http://www.jpost.com/servlet/Satellite?pagename=JPost%2FJPArticle%2FShowFull&cid=1150885986417>>.

<sup>264</sup> Ibid.

to-date information on the progress of the crisis and recovery.<sup>265</sup> Both websites are available in several languages including Hebrew, English, Russian, and Arabic.

### **Print Media**

Print media is also used by HFC to communicate with the public. HFC distributes brochures through the mail, at large public functions, popular public locations, immigration stations, and more rural areas of the country. Each brochure explains proper protection methods during an emergency, includes a list of necessary items for a survival kit, and includes a list of emergency contact numbers. Working together with a variety of Israeli NGOs, HFC also helps distribute mailers that alert the public on when emergency kit supplies and gas masks need to be updated. Each mailer also includes the location of where updated kit supplies and gas masks are being handed out.<sup>266</sup> Handouts from HFC are usually printed in Hebrew, English, Russian, Arabic, and Amharic.

### **Cell Phones**

Cellular phones are critical for communications during an emergency. The public utilizes them to contact family, while government personnel can communicate with one another through the cellular network. An abundance of calls can overwhelm a cellular network and cause it to collapse. This occurred frequently during the Second Intifada in Israel. Aside from the inconvenience to the public, the collapses posed a serious danger for national response as it made it difficult for important government communications to transmit. As a result, today the Israeli government works with cellular companies to ensure that a set number of lines always remain open for official communications during an emergency.<sup>267</sup>

**Figure 31: *Rehov SumSum* Characters**



**Source:**  
<<http://www.sesameworkshop.org/arountheworld/israel>>

### ***Communications Targeting Special Populations***

The Israeli government communicates through uniquely tailored messages with particular target audiences. These audiences include children, senior citizens, the disabled, ethnic minorities, and at-risk populations.

#### **Children**

Children are some of the most vulnerable citizens during an emergency and Israel

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<sup>265</sup> Home Front Command, Emergency Site, <<http://www.oref.org.il/96-he/PAKAR.aspx>>.

<sup>266</sup> Jewish Distribution Center, "Israel Programs," March 2006, <as of September 29, 2008: <http://jdc.org/cgi-bin.>>.

<sup>267</sup> Interview with Israel Hasson, January 12, 2009.

has many programs dedicated to effectively communicating with children.

### *Television*

Israel has one primary children's television station, *Channel Hop*. Programming on *Channel Hop* is primarily geared towards preschool to elementary school age children.<sup>268</sup> One of the most popular programs on *Channel Hop* is *Rechov SumSum*, the Israeli branch of Sesame Street (Figure 31). Like its American counterpart, *Rechov SumSum* receives government funding for its broadcasts, primarily from the Israeli MoE. Along with other important developmental lessons, *Rechov SumSum* teaches Israeli children about emergency preparedness and coping with the stress and trauma of an emergency situation. Additionally, *Rechov SumSum* has characters of different ethnic backgrounds, designed to appeal to all Israeli children, not simply Jewish Israelis.<sup>269</sup>

### *Internet*

Many of Israel's government agencies have specially designed websites for children. Within the material provided by HFC on its website, there are specific sections to teach children about emergency management. Using a cartoon robot, HFC warns children of the dangers that exist during emergency situations. It also teaches them how to protect themselves and calm any unnecessary fear or panic.<sup>270</sup> Advice is also provided on the website for parents and caregivers to help traumatized children deal with the situation around them.

### *Other forms of communication*

When working with children, often the best form of communication is face-to-face. Recognizing this fact, the Home Front Command has a special program for in-school training. Home Front Command soldiers, who have been specially trained to work with children, are sent into schools across Israel to teach children emergency management and survival techniques. This program is primarily designed for elementary and middle schools.<sup>271</sup>

Many of the children in Israel have already experienced trauma from an emergency situation. Communicating with children after an emergency is extremely important for building resilience in younger generations. HFC works with NGOs to help provide treatment for traumatized children. The Israel Center for Treatment of Psychotrauma (ICTP) is the premier treatment facility in Israel. ICTP has treated over 42,000 Israeli children for post traumatic stress disorder (PTSD) in the past three year. Treatments for

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<sup>268</sup> Channel Hop, "Channel Hop Background," <<http://www.hop.co.il/general/about.html>>.

<sup>269</sup> Sesame Street, "Rechov SumSum," Sesame Street Workshop Around the World, November 2006, <<http://www.sesameworkshop.org/arountheworld/israel>>.

<sup>270</sup> Ibid.

<sup>271</sup> Interview with Arie Mor, January 12, 2009.

all age groups are offered at the center, including specialized programs for infants, toddlers, and school age children.<sup>272</sup>

### **Senior Citizens**

During emergencies senior citizens often need help getting to safety quickly. While there are no communication programs that specifically target senior citizens in Israel, overall preparedness and emergency messaging often involves information for caregivers. The Home Front Command also works with several NGOs to ensure that senior citizens are safe. The Home Front Command website offers advice to caregivers of senior citizens. Information on how to ensure that senior citizens remain calm during an emergency and follow proper emergency procedures is provided to the caregiver. The American Jewish Joint Distribution Center and Yad Sarah, as part of the Israel Emergency Campaign, ensure that supplies reach the elderly and disabled. Together with the government, they compile specialized kits based on specific needs and distribute them across the country. Both the Home Front Command and the Israel Ministry of Foreign Affairs direct citizens and visitors with special needs to these two NGOs. The Israel Emergency Campaign also provides safe centers for the elderly and disabled during an emergency, and staff to ensure transportation to these safe centers.<sup>273</sup> The location of these safe centers is published on the organization's website or given directly by brochure to individuals who request assistance.

### **Disabled Citizens**

During an emergency, the most immediate need for the disabled is being properly alerted to what is happening. All Israeli television stations are required by law to have closed captioning for those who are hearing impaired. Through the closed captioning system, hearing-impaired individuals can receive the same television alerts as the hearing community. The Home Front Command, working with the Association for the Deaf in Israel, creates specialized emergency kits for the disabled that include alert systems. These kits include "beepers" or "buzzers" that alert the deaf of an emergency situation. "Buzzers" can be activated by the government during a crisis to provide the deaf with information on the type of emergency and the proper response the disabled individual should take.<sup>274</sup> In addition, the United Jewish Communities establishes kiosks for the blind to access around cities in the event of an emergency. The kiosks use brail and vocal directions to guide the individual to safety.<sup>275</sup>

### **Linguistic Minorities**

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<sup>272</sup> The Israel Center for the Treatment of Psychotrauma, "Community Outreach Programs," The Israel Center for the Treatment of Psychotrauma, <<http://www.traumaweb.org/print.asp>>.

<sup>273</sup> United Jewish Communities, "Israel Emergency Campaign Background," Israel Emergency Campaign, <<http://www.ujc.org>>.

<sup>274</sup> Julie Stahl, "Devices Will Help Deaf Israelis 'Hear' War Alerts," Deaf Today, February 14, 2003, <[http://www.deaftoday.com/news/archives/2003/02/devices\\_will\\_he.html](http://www.deaftoday.com/news/archives/2003/02/devices_will_he.html)>.

<sup>275</sup> United Jewish Communities, "Israel Emergency Campaign Background."

Any individual with a Jewish heritage can receive citizenship in Israel. As a result, Israel has a significant immigrant population from a variety of national and linguistic backgrounds. Although Israel has programs to help immigrants learn Hebrew, thousands of individuals still only speak their native language. To ensure that immigrants understand the proper procedures for emergencies, the Israeli government releases information in a variety of languages. Information available on the IDF, HFC, and Israeli Police Force websites is available in a multitude of languages including Arabic, English, and Russian.

For news and information in other languages, ethnic minorities can tune to *Reka*. Programming on *Reka* is specifically designed for Israeli immigrants. Broadcasting in over 15 languages sequentially, on the internet and radio, any recent immigrant can receive information from *Reka*. In addition to releasing emergency broadcasts from the government, *Reka* also broadcasts adjustment programming to help immigrants settle into the Israeli lifestyle. These adjustment programs contain emergency preparedness information as well. Although not a government station, *Reka* does receive government support and endorsement.<sup>276</sup> Arab speakers can receive the same programs and information on Channel 4, a solely Arabic radio broadcasting station with online access.<sup>277</sup>

## **Government Communications with the Public on Terrorism-related Issues in the United States**

Unlike the experience of Israel, official communications between the government and the public in the U.S. on terrorism and other hazards appear to suffer from a proliferation of messages and messengers. There are simply too many layers of communications and actors involved in risk communications with the public, all conveying different messages. Formulating a mechanism that will enable the U.S. to speak with one national voice on all-hazards including terrorism may be critical in fostering effective risk communications.

Israeli communications have reached a maturity level, allowing the government to differentiate in its communications with the public amongst messages that aim to inform, alert or warn. U.S. government communication is in an earlier stage of development and messages are often devoid of these needed nuances. The color-coded homeland security advisory system, for example, offers limited ability for effective communications as it does not distinguish between threat levels in different regions of the country nor provide threat-specific actionable instructions of proper behavior corresponding to different threat levels.

Israeli risk communications, as we have discussed, are also very adept at segmenting its messages to different audiences and then tailoring the messages to the needs of those audiences. On a general level, U.S. risk communication efforts are also at the early stages in this respect. According to a 2008 report by the *Tomas Rivera Policy Institute* and *Asian*

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<sup>276</sup> *Reka* official website.

<sup>277</sup> Israel Ministry of Foreign Affairs, "Overview of the Israel Broadcasting Authority."



*Pacific American Legal Center*, “immigrant and limited English proficient populations are not fully incorporated in disaster preparedness educational efforts and emergency response plans.”<sup>278</sup>

The following sections present key observations on the nature, type, and means of government communications with the public on terrorism-related issues in the United States.

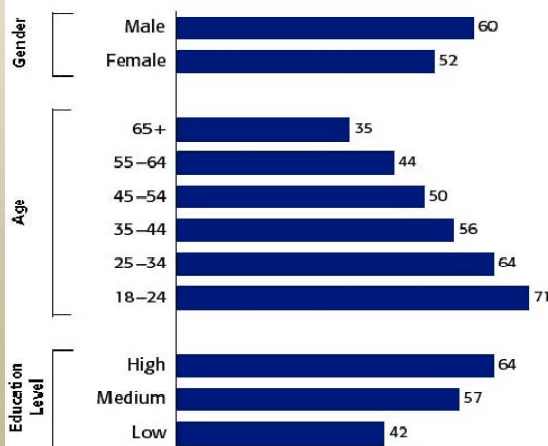
## Elements of Risk Communications

### Communication Means

Identifying the best delivery channel to communicate with the public is complicated in the U.S. given that Americans rank second in the world for seeking news and information from multiple sources. According to a recent poll conducted by the British Broadcasting Corporation (BBC), television is the most widely viewed media outlet in America. Over 50% of the poll’s respondents listed television as their most important source of news during a typical week.<sup>279</sup> Print media is the second most popular source of information in the United States, behind television.<sup>280</sup> Among the younger

**Figure 32: Tendency to Get News from Internet/Wireless Sources**

I Value the Opportunity to Get News Using Internet/Wireless Technology  
“Strongly” and “Somewhat Agree,” by Demographic Groups



Source: BBC

<sup>278</sup> Asian Pacific American Legal Center of Southern California, “New Report Reveals a Lack of Disaster Preparedness for Immigrant and Limited English Proficient Communities” *Press Release*, July 9, 2008, <<http://demographics.apalc.org/wp-content/uploads/2008/07/disaster-prep-press-release-apalc-final-080709.pdf>>. For the full report, *Disaster Preparedness in Urban Immigrant Communities: Lessons Learned from Recent Catastrophic Events and Their Relevance to Latino and Asian Communities in Southern California*, see <[http://demographics.apalc.org/wp-content/uploads/2008/07/disaster-report\\_final.pdf](http://demographics.apalc.org/wp-content/uploads/2008/07/disaster-report_final.pdf)>. Similar issues are brought to the fore by 30 organizations that signed a consensus statement to ensure that all Americans are prepared: The Office of Minority Health/ HHS, “Learning from Katrina: Public Health Disaster Preparedness in Minority Communities,” <<http://www.omhrc.gov/templates/content.aspx?ID=6664>>.

<sup>279</sup> BBC, Reuters, and Media Center, Trust in Media Poll #10, May 2, 2006, <[http://news.bbc.co.uk/2/shared/bsp/hi/pdfs/02\\_05\\_06mediatrust.pdf](http://news.bbc.co.uk/2/shared/bsp/hi/pdfs/02_05_06mediatrust.pdf)>. Similarly, the Nielsen Company anticipates 114 million American households will be active television viewers by 2009. See Nielsen Wire, “More U.S. Viewers, Households for 2008-2009 TV Season,” *blog.nielsen.com*, August 28, 2008, <<http://blog.nielsen.com/nielsenwire/tag/total-us-tv-households/>>.

<sup>280</sup> BBC, Reuters, and Media Center, Trust in Media Poll #10.

generation, according to the BBC poll, general preference is for the wireless technology as opposed to print media (Figure 32). Wireless media communications have some of the fastest rising viewership numbers in the United States. Based on this data, the BBC estimates that in the next few years print media and internet sources will switch places in popularity.<sup>281</sup> In addition, over 220 million Americans are internet users<sup>282</sup> and 200 million are cell phone owners.<sup>283</sup> Results from the BBC poll list the internet as third in popularity as a primary news source and first as a secondary news source.<sup>284</sup>

Finally, although radio has greatly slipped in popularity since its heyday during the mid-20th century, it still continues to be a viable medium of information. Over 235 million Americans a week tune into the radio. The presence of radios in vehicles makes the medium a useful source of information when away from home.

### **Message Presentation**

Risk communications in emergency situations, no matter how well formulated and appropriate to the situation, is likely to fail if they are not part of a larger, more comprehensive response program and/or if they are received by an unprepared and poorly educated audience. Emergency preparedness information often fails to provide precise instructions. For example, while the public is advised to develop a plan and gather an emergency kit, there is a lack of information on emergency-specific survival techniques. As another example, federal government entities sometimes refer to the need to “shelter in place”. In essence, the phrase “shelter in place” is used to encourage people to remain where they are during an emergency until help can arrive. Sheltering in place may require additional steps in certain hazardous circumstances, such as sealing a safe room. However, emergency plans and instructions are often issued with no details to the public on which room is the safest, how long one should remain inside, what to do if the threat penetrates the shelter, and a host of other specific survival issues.

Adding to the complexity of the task is the sheer number of government players involved in communicating. At the federal level, each emergency management entity runs its own public outreach programs and initiatives. There is no requirement, and little effort, to coordinate between these various programs. As a result, the public receives a variety of messages and instructions.

There is also a noted lack of consensus across the federal government agencies regarding the focus of protection and preparedness activities. Agencies and departments like HHS, TSA, and the FBI place greater emphasis on terrorist, or man-made, disasters. Other DHS agencies, such as FEMA, consider protection against and preparedness for natural

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<sup>281</sup> Ibid.

<sup>282</sup> Internet World Stats, Top 20 Countries with Highest Number of Internet Users, *internetworldstats.com*, <<http://www.internetworldstats.com/top20.htm>>.

<sup>283</sup> Peter Leo, “Cell Phone Statistics that May Surprise You,” *Pittsburg Post Gazette*, March 16, 2006, <<http://www.post-gazette.com/pg/06075/671034-294.stm>>.

<sup>284</sup> Ibid.

disasters its top priority. This confusion bleeds through to the public. FEMA programs downplay the threat of terrorism, at the same time the FBI and TSA place strong emphasis on the dangers that still exist from terrorists. What the public receives is a risk messaging that appears to be uncoordinated and confusing.

There also appears to be little message coordination between the federal government and the states. For one obvious reason, a number of states face natural threats different from other regions of the country, and therefore their messaging is often specific to their unique threats. Furthermore, states are under no obligation to seek advice from federal entities on public messaging. While some agencies, like the CDC, provide scripts for state officials to utilize during an emergency, there is no guarantee a state will choose to take advantage.

Messaging coordination often dramatically improves directly after an incident. National-level involvement during an emergency can occur through one of two means. The most widely used method is through a direct request. In the event of an emergency, state governors may request national assistance when state resources have been overtaxed, thereby allowing national intervention into the situation. Though not as commonly utilized, the national government can become involved without invitation during extreme circumstances. During a large-scale emergency situation that directly impacts national security or involves one or more states, the federal government may assume responsibility through the National Response Framework.<sup>285</sup>

Under both circumstances an incident command structure, as outlined by the National Incident Management System (NIMS), comes into effect. Within this structure is the Public Information Officer (PIO).<sup>286</sup> The PIO is responsible for coordinating information from multiple sources to ensure messages released to the public are “accurate ... timely, and easy to understand.”<sup>287</sup> This process is done using the Joint Information System (JIS), which outlines how information should be provided to the public.<sup>288</sup> During an emergency, the PIO is located in the Joint Information Center (JIC) through which all information must flow.<sup>289</sup> Using this system allows the federal government some amount of control and continuity over the messages being released. This communication hierarchy remains in place through the response and begins to gradually taper off only as the recovery process becomes more complete. Once the recovery process reaches a manageable stage, control and communication responsibilities return to the states.

## **Public Opinion**

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<sup>285</sup> DHS, *National Response Plan*.

<sup>286</sup> DHS, *National Incident Management System*, March 1, 2007, p. 28.

<sup>287</sup> Ibid.

<sup>288</sup> Ibid., pp. 28, 49-50.

<sup>289</sup> Ibid., p. 28.

One determinant of whether the public will attach due significance to protection and preparedness messaging is likely to be their perception of the significance and immediacy of the threat. Public opinion surveys investigating Americans' sense of security threats appear to present conflicting pictures on emergency concerns. According to a 2004 Harris Poll, over 67% of Americans believe another terrorist attack is likely within the borders of the United States.<sup>290</sup> When asked in 2006 which disaster is most destructive, poll participants ranked terrorism a distant fourth, behind hurricanes, earthquakes, and tornadoes. The same poll found that less than half of the respondents believed terrorism impacted them, and less than a third felt they were prepared for an attack.<sup>291</sup> Another poll in 2006 revealed that 58% of the respondents are not very concerned or are not concerned at all about future terrorist attacks in their community.<sup>292</sup> A subsequent poll in 2007 showed a majority of Americans feel four types of terrorist attacks (including attacks using chemical and biological weapons) are very likely. Over 80% felt a suicide bombing in a shopping mall was a highly likely threat.<sup>293</sup> This conflicting and fluctuating public concern about terrorism renders the need for a more precise and coherent risk communication scheme all the more necessary.

Unlike the high numbers of public trust in government's capabilities in Israeli opinion polls, only 25% of individuals polled in the United States believe the federal government is capable of handling a terrorist attack, according to a 2006 Harris Poll. A startlingly smaller percentage believes the government can effectively handle natural disasters such as hurricanes, earthquakes, and tornados.<sup>294</sup> Similarly, according to a national survey conducted in 2008, "respondents did not express much confidence in the government's ability to protect them from a future terrorist attack" or to respond quickly to an attack if it does occur.<sup>295</sup>

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<sup>290</sup> The Harris Poll, *Public Perceptions of Likelihood of Future Terrorist Attack Leads to Continuing Support for Tough Surveillance Measures to Prevent Terrorism*, October 1, 2004, <[http://www.harrisinteractive.com/harris\\_poll/index.asp?PID=501](http://www.harrisinteractive.com/harris_poll/index.asp?PID=501)>.

<sup>291</sup> The Harris Poll #39, *Hurricanes are the Most Destructive according to Harris Poll of U.S. Adults*, May 16, 2006, <[http://www.harrisinteractive.com/harris\\_poll/index.asp?PID=666](http://www.harrisinteractive.com/harris_poll/index.asp?PID=666)>.

<sup>292</sup> National Center for Disaster Preparedness (NCDP), *Where the American Public Stands on Terrorism, Security, and Disaster Preparedness*, New York, NCDP, 2006.

<sup>293</sup> The Harris Poll #60, *The War on Terror: What is it*, June 22, 2007, <[http://www.harrisinteractive.com/harris\\_poll/index.asp?PID=776](http://www.harrisinteractive.com/harris_poll/index.asp?PID=776)>.

<sup>294</sup> The Harris Poll, *Hurricanes are the Most Destructive according to Harris Poll of U.S. Adults*, May 16, 2006, <[http://www.harrisinteractive.com/harris\\_poll/index.asp?PID=666](http://www.harrisinteractive.com/harris_poll/index.asp?PID=666)>.

<sup>295</sup> Magumi Kano, Michele M. Wood, Dennis S. Mileti and Linda B. Bourque, "Public Response to Terrorism: Findings from the National Survey of Disaster Experiences and Preparedness," Southern California Injury Prevention Research Center, California, November 12, 2008, <<http://www.ph.ucla.edu/sciprc/pdf/NC+START+Descriptive+Report.pdf>>.

### ***Government's Risk Communications to the Public***

Within the federal government, DHS assumes the bulk of emergency management responsibilities. Other government agencies are also involved but deal with more specific areas of preparedness and response. Their risk communications often reflect their specific focus. For example, since prevention and detection of terrorist plots are key FBI responsibilities, the FBI's public messaging aims to encourage public vigilance and suspicious activity reporting. Responsible for the public health in the United States, HHS (together with the CDC, a department within HHS) assumes preventive and response responsibilities concerning health-related issues. Much of HHS's communications with the public are concerned with the risk of public health being impacted by an epidemic or chemical and biological terrorist attacks.

Outside of the federal emergency management network, there is a web of state and local players who are equally integral to the emergency management process. Each state has its own emergency management network. These networks generally include law enforcement and other first responder agencies, health services, and disaster recovery groups. States that experience frequent disasters of a particular nature may also have organizations specifically designed to deal with that disaster (such as hurricanes, earthquakes, fires, etc.). Most states have created their own emergency management divisions and state-level departments of homeland security, though there is no set pattern of organization that these state agencies must follow. Within the state networks, there exists a more intricate web of city and regional emergency management networks. Depending on the nature and scale of the emergency, the city and regional networks are often the first to respond to a situation and the last to finish with the recovery process.

This extensive scheme of emergency management organizations and agencies spreading from federal to state, tribal, and local domains leads to a particular challenge in terms of coordination of emergency management responsibilities and, especially, risk communications amongst these agencies as well as between these agencies and the broader public.

The majority of the prevention messaging is conducted by TSA and the FBI, and promotes public vigilance to enhance personal safety and homeland security. Programs such as the *Ready* campaign and *Citizen Corps*, which are covered in detail in Section I and III of this report, encourage personal and community preparedness and educate the public on various hazards along with proper and effective response skills.

However, when a disaster strikes, the government needs to be able to communicate with the public as quickly and effectively as possible. Alerts on the nature of the emergency and information on where to receive help or find shelter can save lives. The Emergency Alert System (EAS) is designed to fulfill this purpose. Originally titled as the "Emergency Broadcast System," the name was recently changed to reflect the nature of the system.

Under federal regulations, all cable, radio, and satellite broadcasters must make airtime available to the President for addressing the public during an emergency. Broadcasters must also make time available to state and local jurisdictions for issuing regional

emergency alerts, such as bad weather or AMBER alerts. Because the Smith-Mundt Act of 1948 prevents the government from issuing propaganda statements through the U.S. media, the EAS is the only means through which the government can take temporary control over all public messaging.<sup>296</sup>

Outside of the EAS, government officials also have the option of holding press conferences during an emergency to provide information to the public. Who delivers the information is dependent on the nature and scale of the disaster. During a large event, a national figure such as the President or the Secretary of DHS may issue information to the public. Specialists, such as CDC doctors, may also be used to address the nation during a health emergency. A local or state official would most likely be tapped for smaller scale situations. In each circumstance a concerted effort is made to choose a figure that will instill the most trust in the public at that time.

Communication with the public is weakest during the recovery process. During recovery, communications become regionally focused rather than nationally focused. Information on where to receive aid or help with rebuilding is released only to those who were directly affected by the disaster. Since emergency management is a circular process, lessons learned in recovery can benefit actions taken for prevention of future events. Working to build community resilience during recovery is one tool that will greatly impact chances of mitigation.

### ***Communications Targeting Special Populations***

Because of the number and diversity of ethnic minorities in the United States, risk communications targeting minority linguistic groups, who may not be well served by English, is essential. Currently, federal government communications are available in English and Spanish but rarely in other languages. Unfortunately, there is still a significant lack of emergency preparedness information available for ethnic minorities and non-English speakers. HHS is currently attempting to address this matter by creating a panel of more than 30 organizations to come up with possible solutions for bilingual distribution of emergency preparedness materials.<sup>297</sup> There have been notable efforts to reach out to other types of minority groups.

#### ***Children***

Children make up a sizable portion of the U.S. population. Ensuring that children are properly prepared is critical for a successful response during a disaster. Most preparedness materials available from the state and national governments include some consideration of children. A good example is the *Ready* campaign run by DHS as a website where citizens can readily access preparedness information that focuses on the

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<sup>296</sup> Federal Communications Commission, Emergency Alert System, <<http://www.fcc.gov/pshs/services/eas/>>.

<sup>297</sup> The Office of Minority Health/HHS, "Learning from Katrina: Public Health Disaster Preparedness in Minority Communities," <<http://www.omhrc.gov/templates/content.aspx?ID=6664>>.

terrorist threat. Linking to the campaign's main website is specially designed for children. Young users can play games, build their own virtual emergency kits, and read cartoons about emergency readiness.<sup>298</sup>

**Figure 33: *Ready* campaign through Muppets**



**Source:**

**<<http://www.sesameworkshop.org/initiatives/emotion/ready>>**

Recently, the *Ready* campaign joined with Sesame Street to create a program on emergency management for children (Figure 33). Using popular American and Hispanic Muppets, the short program encourages children to build a kit, make a plan, learn their personal information, and know who to speak to in the event of an emergency.<sup>299</sup>

The *Ready* campaign also partnered with Minor League Baseball and Boy Scouts of America to host *Ready* nights at baseball games during which *Citizen Corps* and Boy Scouts members disseminate emergency preparedness information to attendants. Another outreach activity designed for kids is

*Ready* campaign's partnership with Radio Disney. During Radio Disney Tours to shopping malls across the country, *Ready* campaign representatives relay preparedness message to children and parents.<sup>300</sup>

### *Elderly and Disabled*

During an emergency situation elderly and disabled individuals often have difficulty getting to safety. Therefore, they require extra planning before an event occurs. Government programs like the *Ready* campaign work with existing NGOs that have experience working with special needs individuals. Previous and current examples include partnerships with AARP and the National Organization for the Disabled. These organizations help to perform the dual necessities of communicating proper emergency procedures to special needs individuals and ensuring that those who require special equipment during an emergency can have proper arrangements.<sup>301</sup>

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<sup>298</sup> DHS, Ready Kids, <<http://www.ready.gov/kids/home.html>>.

<sup>299</sup> Sesame Street Workshop, *Let's Get Ready: Planning Together for Emergencies*, <<http://www.sesameworkshop.org/initiatives/emotion/ready>>.

<sup>300</sup> Statement of Dennis Schrader Before the Committee on Homeland Security and Government Affairs Subcommittee on State, Local, & Private Sector Preparedness, and Integration, U.S. Senate.

<sup>301</sup> Research indicates that the elderly and the disabled may be under-served in emergency situations for reasons that are more related to an inadequate planning for their needs than effective risk communications.

### *Pet Owners*

To many modern Americans, pets are important parts of the family. During previous disasters many refused to seek help because there was no accommodation made for them to bring their pets. The *Ready* campaign has partnered with the Humane Society and the ASPCA to provide information to families with pets. This preparedness advice is available on all three organizations websites. In addition to special emergency kits for pets, owners are also encouraged to make arrangements for their pets in the event the nearest shelter does not allow animals. Often the Humane Society provides some form of shelter for animals during a crisis.

## **Analysis: Comparison of Israeli and U.S. Government Communications with the Public on Terrorism related Issues**

The following are some of the key elements of public messaging and communication efforts taken by Israel and the United States:

### ***Israel***

- The Israeli government and public engage in a comfortable national conversation about terrorism and its consequences for personal safety and homeland security.
- During an emergency, messaging is coordinated through a single government agency, which varies depending on the nature of the emergency.
- Government messaging makes careful distinctions between warning, alerting, and informing, to ensure that the public is properly informed about the crisis situation and offered precise and essential instructions on the proper code of conduct.
- Keeping the public well informed about proper mitigation and preparedness procedures helps to save lives and minimizes physical and psychological damage.
- Israelis trust their government to handle a terrorism-related emergency; this enhances the credibility of terrorism-related messaging by the Israeli government.
- The government has the authority to take full control of communication mediums during an emergency to ensure message consistency across all conventional and unconventional media delivery channels.
- The specific roles of each government agency during an emergency are well-known to the public, along with appropriate emergency contact numbers. Therefore, the public knows which agency is appropriate to approach during a situation (such as suspicious activity, need of medical services, etc.) and how to reach that agency.
- Preparedness advice and information provided to the public is extremely detailed. This includes emergency specific survival suggestions, how to determine the safest room in a structure, when to be in a structure and when it is safe to leave, etc.
- Israel utilizes well-known and well-liked public figures to convey emergency communications during television and radio broadcasts in order to facilitate recognition, maintain consistency and minimize panic.



### ***United States***

- The unique federal structure within the United States complicates efforts to present unified, well-coordinated messaging to the general public. Coordination of preparedness and mitigation messaging is very loose among the different federal agencies; messaging coordination across federal, state, and local lines is minimal, at best.
- The preparedness messaging currently available is not precise enough and often lacks emergency specific details on the proper actions for survival.
- Concerns that specific alerts and warnings about terrorism could be interpreted as “fear mongering” have limited communications in that regard. A dialogue about preparedness for terrorist events has largely been absent from the American national conversation. Currently, preparing for natural disasters receives more attention in official DHS discourse than preparing for terrorism.
- Americans have limited faith in their government to handle a terrorist attack.
- There is a significant gap in efforts to make emergency preparedness information available and accessible to minority populations, particularly ethnic minorities and non-English speakers.

### **The Way Forward: Recommendations**

There is clearly room to enhance risk communications by the federal, state, and local government agencies regarding proper public understanding of and engagement in counterterrorism practices. Government messaging can help the public to achieve and maintain a healthy attitude towards terrorism, while at the same time ensuring that the public is properly prepared in the event of an attack.

Based on a general comparison of the Israeli and U.S. approaches to government communications to public on terrorism-related issues and keeping in mind the differences between the two countries, the following are some of the general recommendations for improvement in this area:

- Proper understanding of the terrorist threat and ways of coping with it are an important precondition of developing national resilience against this threat. Without honest and direct communications about terrorism, such a prospect is unlikely. Major federal, state, and local agencies must find a way to discuss terrorism as a threat separate and apart from natural disasters.
- Accusations of “fear mongering” can be diminished by the proper presentation of information. The government must differentiate between messaging intended to inform, alert or warn; such communications should be accompanied with proper instructions for the appropriate response behavior given the type and level of threat in question. Communications that target specific areas that are likely to be affected by terrorism can help restore the credibility of this form of mass communications on homeland security.

- Preparedness information must be more detailed. The public should be provided with information on threat specific courses of action.
- Detailed emergency preparedness information should be made available in multiple languages and distributed to non-English speakers and recent immigrants.
- There is need for a coordinated program of risk communications which incorporates all of the involved players and effectively delivers the information that the public needs while also respecting the U.S. federal system and legitimate concerns and differences at the state and local level. A new mechanism to enhance coordination of risk messaging at all levels of government is necessary for consistency and accuracy.

## SECTION V: CONCLUSION

The National Strategy for Homeland Security (October 2007) emphasizes that homeland security is a team endeavor with a task for every American:

Throughout the evolution of our homeland security paradigm, one feature most essential to our success has endured: the notion that homeland security is a shared responsibility built upon a foundation of partnerships. Federal, State, local, and Tribal governments, the private and non-profit sectors, communities, and individual citizens all share common goals and responsibilities—as well as accountability—for protecting and defending the Homeland ...

In order to complete this truly national effort, we also must encourage and draw upon an informed and active citizenry. For example, citizens should each understand what to do if they observe a suspicious behavior in their community and what to do in the event of an attack or natural disaster—this will reduce the threat to lives and property as well as the burden on emergency managers and first responders.<sup>302</sup>

Yet, specific programs for education, awareness, and training for manmade and natural disasters appear to target mainly those who serve homeland security in some official capacity. Ordinary citizens, perhaps the true first responders, often find themselves on the periphery of a homeland security paradigm that seems not quite prepared for the need to foster a culture of citizen preparedness.

Many studies and polls conducted on public preparedness reveal that the American public is not ready to face the major disruptions—whether natural or manmade—that we are likely to encounter in the 21st century.<sup>303</sup> There has not been sufficient progress in citizen preparedness since 2001 or even since Hurricanes Katrina and Rita.<sup>304</sup> FEMA's Citizen Preparedness Review analyzed various national and regional preparedness studies and determined that national trends indicate that individual preparedness is not increasing

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<sup>302</sup> Homeland Security Council, *National Strategy for Homeland Security*, October 2007.

<sup>303</sup> FEMA's Community Preparedness Division maintains a database of surveys on personal preparedness conducted since September 11, 2001. See <http://www.citizencorps.gov/ready/research.shtm>.

<sup>304</sup> According to a 2006 report compiled by New York University's Center for Catastrophic Preparedness & Response and the ARC in greater New York, while there is some progress in preparedness levels of New York residents, there is still a significant amount of work to be done before they are ready to face another major incident. See, "How Prepared Are We, New York?" New York University's Center for Catastrophic Preparedness & Response and the American Red Cross in Greater New York, May 22, 2006; "Patterns in Current Research and Future Research Opportunities" *Citizen Preparedness Review*, FEMA B-727/July 2008. According to a 2007 ARC survey, only 7% of Americans have taken the necessary steps to prepare for disasters. See Harris Interactive, online survey conducted for ARC, [http://www.redcross.org/pressrelease/0,1077,0\\_314\\_6994,00.html](http://www.redcross.org/pressrelease/0,1077,0_314_6994,00.html); The Council for Excellence in Government, *We the People: Homeland Security from the Citizen's Perspective*, May 2004.

adequately.<sup>305</sup> Equally alarming are the post-Katrina poll results, which indicate that “Americans have limited confidence in the federal government’s ability to respond to catastrophic events.”<sup>306</sup>

Recent surveys explore some of the common patterns associated with lack of personal preparedness, including a trivializing of the threat, the lack of importance that people attach to preparedness, lack of information, lack of time, lack of trust in government, and the belief that they are already prepared.<sup>307</sup>

Part of the reason for the lack of improvement in personal understanding of and preparedness for major catastrophic events, including terrorist attacks, is likely to be the lack of a cohesive and integrated national approach to communicating the necessity and specifics of a citizen preparedness program in a manner that resonates with large segments of the American public. Only such a program will address the aforementioned themes that appear to be the underlying reasons for low levels of public engagement in public safety and homeland security related practices.

This study elaborated on the Israeli approach to promoting the public’s role and engagement in counterterrorism efforts and pointed to some of the successful Israeli practices used to leverage a resilient and capable public to deter and defeat terrorist attacks. Effective Israeli practices offer good examples from which the U.S. can gain crucial insights to enhance its own efforts to increase public preparedness for catastrophic events and promote greater public involvement in counterterrorism efforts. As indicated in previous sections, a wholesale replication of the Israeli experience in the United States is neither desirable nor appropriate, as there are fundamental differences between the operational environments of the two nations. Successful Israeli practices should be adapted to U.S. needs, fully cognizant of unique U.S. socio-cultural perspectives and political/legal constraints.

Given the fact that the U.S. approach to public preparedness for acts of terrorism is subsumed under an “all hazards” approach, our recommendations are often proposed within the broader context of citizen preparedness for the broad spectrum of possible emergencies.

The key recommendations presented in this study are gathered together below.

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<sup>305</sup> Citizen Preparedness Review, Issue 5, p. 3.

<sup>306</sup> Paul C. Light, “The Katrina Effect on American Preparedness,” New York University, Center for Catastrophic Preparedness and Response, November 18, 2005, <<http://www.nyu.edu/ccpr/katrina-effect.pdf>>.

<sup>307</sup> See “Methodological Considerations and Key Findings in Preparedness Research” *Citizen Preparedness Review*, FEMA B-725/July 2008, Issue 1: Summer 2005; “Update on Citizen Preparedness Research” *Citizen Preparedness Review*, FEMA B-729/July 2008, Issue 5: Fall 2007; Paul C. Light, “The Katrina Effect on American Preparedness.”

## **Public Education and Awareness on Terrorism**

- Public preparedness should be treated as one of the essential core elements of national preparedness; education campaigns on terrorism should reflect that emphasis—federal programs should provide much stronger guidance and support for such programs at the local/state level.
- Efforts on mitigation and management of natural disasters do not always face the same challenges as efforts for counterterrorism do (the credibility of the terror threat in the eyes of the public, the pervasive and personalized psychological consequences of terrorism, etc.). Terrorism preparedness requires some measures that are different from those essential for preparedness for natural hazards. Due to the specific nature of terrorism as a form of psychological warfare, education of the public on how terrorists operate and how they attempt to manipulate public opinion is essential to building up public resilience in the face of this threat. It is necessary to pay adequate attention to terrorism, its consequences, and the coping strategies for terrorism. Being prepared to provide a separate focus, should the U.S. terrorism threat level increase, is essential.
- There is a need for more systematic and comprehensive terrorism awareness and education programs in the United States. Such programs, however, must be structured and conducted to avoid being seen as “fear mongering” or as attempts to manipulate public opinion for other purposes.
- The official U.S. approach to public education on terrorism needs to incorporate more outreach and engagement. This could involve mailing basic preparedness material to every household, or providing such information in a way that will ensure universal and easy access by everybody (such as including that information in phone books). Similarly, the necessity and significance of preparedness should be promoted in various social networks to ensure citizens’ coming into contact with this issue with sufficient frequency to ensure that the message has been delivered effectively.
- There is a need for research on social marketing of preparedness to the public. Effective terrorism awareness campaigns will frame citizen preparedness in a way that will appeal to and resonate with the American public. One possibility is that the perception of empowerment in the face of terrorist threat, rather than the perception of the magnitude of the terrorist threat, may prove more motivating to the American public in the sense of causing them to invest more heavily in preparedness.<sup>308</sup> People are more likely to learn and adopt a course of action if its practical benefits are clear. In other words, it is often the idea that their actions can make a difference in terms of

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<sup>308</sup> A recent national survey concluded that those living in high-risk areas in the United States are not more knowledgeable about or better prepared for terrorism than those living in low-risk areas. See Magumi Kano, Michele M. Wood, Dennis S. Mileti and Linda B. Bourque, “Public Response to Terrorism: Findings from the National Survey of Disaster Experiences and Preparedness,” Southern California Injury Prevention Research Center, California, November 12, 2008, <<http://www.ph.ucla.edu/sciprc/pdf/NC+START+Descriptive+Report.pdf>>.

their handling of a crisis situation successfully that which convinces people to take preparedness measures.

- Public education efforts should place a greater emphasis on advocating preparedness as a personal responsibility rather than solely the responsibility of the government. Framing the issue as a civic duty may prove motivating. Jaffrey A. Larsen and Tasha L. Pravecek, in their report entitled “Comparative U.S.-Israeli Homeland Security,” argue that:

Citizen responsibilities regarding preparation for and response to attack are treated very differently in the United States and Israel. The United States has **recommended** that individual citizens undertake many actions in preparation for a natural disaster or terror attack. By contrast, the Israeli government has **mandated** that its citizens be adequately prepared. By ensuring appropriate preparation prior to attack or major disaster, the Israelis reduce potential casualties [emphasis added].<sup>309</sup>

- The Israelis begin educating their citizens early—in kindergarten. This generational approach ensures a culture of resiliency. The U.S. should promote such preparedness beginning at an early age, in school settings.
- American programs on public education and awareness on terrorism should treat understanding psychological consequences of terrorism and response skills as a key part of public preparedness and resilience.
- A robust approach to American public preparedness for emergencies necessitates honest, precise, and balanced communication of the sensitive and alarming threats to the public, such as terrorism and use of weapons of mass destruction by terror movements. Communicating openly about terror with the public in general and children in particular is essential to preparing and informing the public properly about terror threat, establishing confidence in capabilities of counterterrorism authorities, and lowering public anxiety regarding terrorism. The national debate on emergency preparedness should treat terrorism as a major hazard with some very specific special requirements rather than as just another hazard for which undifferentiated all-hazard preparedness will suffice. Avoiding addressing the issue for fear that specific talk on terrorism would cause unnecessary anxiety risks inadequate public preparedness for a terror-related emergency. As one blogger commented:

[P]reparing for the 21st Century will require every American [to] face the specter of a major catastrophe happening to them, if only momentarily—which is exactly what we already do when

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<sup>309</sup> Jaffrey A. Larsen and Tasha L. Pravecek, “Comparative US-Israeli Homeland Security,” Maxwell Air Force Base: USAF Counterproliferation Center, June 2006, <<http://www.dtic.mil/cgi-bin/GetTRDoc?AD=ADA461498&Location=U2&doc=GetTRDoc.pdf>>.

buying life insurance, listening to a flight attendant's cabin instructions or participating in a fire drill.<sup>310</sup>

## **Public Participation in Suspicious Activity Reporting**

- Look to the public as a force multiplier in countering terrorism. Israel relies on and actively supports public vigilance by providing adequate resources and information that encourages the public to do their part in protecting the country. The U.S. public should also be viewed as a partner in preventing terrorism, and should be provided the guidance necessary to take on this role.
- Provide the public with detailed guidance on what should be considered suspicious and potentially related to terrorism. Vague guidance is likely to leave people unsure of what to do, and thus less likely to act on a potential threat.
- Advertise SAR programs. The public must be made aware of the valuable role they can play in securing their communities and helping to prevent acts of terror. The public needs to be reminded frequently of the importance of being vigilant. Just as New York has implemented the “See Something, Say Something” campaign that utilizes print, television, and radio, a nationwide campaign could be helpful in reaching out to persons in other parts of the country, especially those areas where terrorism has not been experienced firsthand. Materials should be developed, advertised, and made readily available to serve as a reminder of the importance of public participation in securing the homeland.
- Consider implementing a recognizable reporting mechanism that can be used by the public to provide information to authorities. While Israel has a dedicated phone number that the public is asked to call in the event that they identify something suspicious, each SAR initiative within the United States comes with its own reporting mechanism. Public participation would likely be enhanced by having a single well-known number that can be called—similar to dialing 911 for emergencies—or website that can be visited to provide tips. The mechanism needs to be easy to remember and easy to use for the public. If there is not a ready way for the public to provide information on a potential suspicious activity, they will be less likely to act.
- Develop national information sharing mechanisms that are inclusive of all homeland security partners at all levels of government. Successful SAR efforts require a framework to be able to identify, analyze, and disseminate information among numerous entities. Information sharing mechanisms provide the framework for information flow. The information must flow horizontally and vertically among various government partners in a seamless fashion. Such coordination will also increase buy-in from state and local partners.
  - The federal government needs to develop standards for SAR practices and procedures that will facilitate information exchanges between and

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<sup>310</sup> John Solomon, “In Blogger Roundtable Interview, DHS Secretary Chertoff, FEMA Head Paulison Offer Next Administration Advice on Preparing US Public for Catastrophic Emergencies.”

coordination among diverse entities. The importance of compatible methods cannot be overstated, as information of suspicious activity is often time-sensitive. The absence of national standards will likely result in individual entities developing their own procedures and practices, making coordination efforts difficult.

- Coordinate SAR efforts among federal departments and agencies. Beyond establishing common standards, federal departments and agencies also need to work together. While common standards establish mechanisms and protocols for SAR, coordinated efforts are focused toward establishing working partnerships for SAR. Current efforts are segmented across various departments and agencies and do not seem to be well-coordinated, thus creating what may be an unfocused and diluted effort. Coordinating efforts would provide one message and one voice at the federal level to help advance SAR efforts. Such coordination is necessary if SAR is to ever become a priority in the U.S.
- Develop a partnership with state and local entities, especially law enforcement. State and local partners are on the frontlines of SAR, and must be fully integrated into any SAR initiative for it to be effective. Officers on the street represent a critical part of any SAR program and must be included and integrated as such.
- Provide assurance to the public that suspicious activity reporting initiatives are not intended to create citizen spies. Rather, these programs are meant to encourage the public to be aware of their surroundings and to contact the authorities in the event they witness something suspicious.
- Ensure that SAR programs protect civil liberties and privacy rights. Individual liberty and privacy rights are highly valued and are central to U.S. society. For effectiveness and feasibility of any SAR program, every effort should be made to preserve and respect these rights.

## **Public Participation in Readiness Emergency Training/Drills**

- Moving the general public beyond “awareness” to “engaged citizenry” should be a goal of all federal efforts. Citizens should be encouraged to have a more realistic sense of government’s resources and capabilities to address the needs of all people during an incident.<sup>311</sup> This will make it clear that individuals should take ownership of their preparedness and invest in building their self-reliance.
- Government sponsored and organized preparedness exercises need to incorporate active public participation. Greater public involvement is necessary not only to increase the effectiveness of emergency plans and associated exercises or drills, but also because of the fact that hands-on training through drills and exercises is the

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<sup>311</sup> Homeland Security Policy Institute Policy and Research Forum, “FEMA: Capabilities, Coordination, and Capacity for the Future,” January 13, 2009, <[http://www.gwumc.edu/hspi/FEMA\\_Paulison.htm](http://www.gwumc.edu/hspi/FEMA_Paulison.htm)>.



surest way to help public develop brain muscle memory on how to behave during emergencies.

- Drills can be conducted at community levels to build pockets of support. While a national drill may not be practical in the United States due to the size of the country, local communities could organize and execute drills on a smaller scale for the public. Conducted as part of a larger coordinated national program with standardized operational concepts and educational materials, numerous local/community drills are likely to provide much of the same kind of benefit that Israel obtains through its national exercise program. The Israeli Turning Point drill series and the Great ShakeOut drill offer examples for how to execute a comprehensive drill with both the government and the public as participants.
- A significant part of fostering a new culture of active citizen engagement in drills and trainings may be involving children from a young age in emergency readiness activities. While the need for greater readiness is immediate, teaching in-depth preparedness skills to school-age children could lead to a long-term success for internalization by the public of the need for greater preparedness. The Israeli model of school drills and mediation of a city security officer between schools and government may be useful.

## **Government Communications with the Public on Terrorism-related Issues**

- Proper understanding of the terrorist threat and ways of coping with it are an important precondition of developing national resilience against this threat. Without honest and direct communications about terrorism, such a prospect is unlikely. Major federal, state, and local agencies must find a way to discuss terrorism as a threat separate and apart from natural disasters.
- Accusations of “fear mongering” can be diminished by the proper presentation of information. The government must differentiate between messaging intended to inform, alert or warn; such communications should be accompanied with proper instructions for the appropriate response behavior given the type and level of threat in question. Communications that target specific areas that are likely to be affected by terrorism can help restore the credibility of this form of mass communications on homeland security.
- Preparedness information must be more detailed. The public should be provided with information on threat-specific courses of action.
- Detailed emergency preparedness information should be made available in multiple languages and distributed to non-English speakers and recent immigrants.
- There is need for a coordinated program of risk communications which incorporates all of the involved players and effectively delivers the information that the public needs while also respecting the U.S. federal system and legitimate concerns and differences at the state and local level. A new mechanism to enhance coordination of risk messaging at all levels of government is necessary for consistency and accuracy.

## APPENDIX 1: CONTEXTUAL DIFFERENCES BETWEEN ISRAEL AND THE UNITED STATES

The table below presents some of the major differences between Israel and the United States that may place limitations on the applicability of some of the lessons learned derived in this study from the successful Israeli counterterrorism practices as they pertain to public engagement.

**Table 1: Contextual Differences between Israel and the United States as they Pertain to the Respective Counterterrorism Practices**

		Israel	U.S.
<b>Logistics</b>	Size of the country	Small (20,770 sq. km)	Large (9,826,630 sq. km)
	Population	Small (7.1 million)	Large (303 million)
<b>Terrorist Threat</b>	Types of Possible Terror Attacks	Rockets, Bioterrorism, WMD, IEDs, VBIEDs, Conventional Weapons	Bioterrorism, WMD, IEDs, VBIEDs, Conventional Weapons
	Intensity of the Threat	High	Low
	Nature of the Threat	Existential	Considerable but non-existent
	Motives behind relevant terror groups	Nationalist/separatist	Ideological
	Experience with Terrorism	Extensive	Limited
<b>Public</b>	Credibility of government	High	Low
	Public Attitude towards Civil Defense	Interested and well-informed	Indifferent and poorly-informed
	Primary Responsibility for Public Safety	Individual	Government
<b>Structural/Cultural</b>	Government Structure	Unitary	Federal
	Intelligence Sharing	Effective and extensive	Weak and ad hoc
	Military Service	Compulsory	Voluntary
	Legal Constraints	Moderate	Extensive
	Emphasis of Political Culture	Security	Democratic concerns and civil liberties
	Ethnic/religious/linguistic Homogeneity	Relatively High	Low
<b>CT Policy</b>	Emphasis	Individual citizens as first responders	Uniformed first responders
	Focus	Terrorism	All-hazard

## **APPENDIX 2: LIST OF ISRAELI STAKEHOLDERS INTERVIEWED FOR THIS STUDY**

Following is biographic information for a list of Israeli officials and subject matter experts interviewed in Israel and the United States for this study:

- Brig.-General Efi Tibi  
Attaché and Liaison Officer to the U.S. and Canada  
Embassy of Israel  
Interview date: October 7, 2008
- Benjy Livneh  
Assistant Vice President, Comverse, Tel Aviv  
Consultant for Overseas Security Advisory Council (OSAC) of Department of State  
Interview date: November 18, 2008
- (Ret.) Brig.-Gen General Yossi Kuperwasser  
VP Intelligence, Global CST Former head of the Research and Assessment Division of Israeli Military Intelligence and the senior intelligence officer of the IDF Central Command  
Interview date: December 10, 2008
- Colonel (Res.) Yossi Daskal  
Former commander of the Intelligence Research Division, the Intelligence Commander of the IDF Central Command and the head of the Counter Terrorism Department of the Intelligence Division.  
Interview date: January 11, 2009
- Colonel (Res.) Eli Landau  
Col. (Res.) Eli Landau served 25 years with the Israel Israeli National Police. During his time on the police force he held the position of Head of the Police Negotiating team and was a co-founder and partner of the national negotiations team. He also lectured at Bar Ilan University and served on various negotiating and counter-terrorism committees.  
Interview date: January 11, 2009
- Colonel (Res.) Shlomi Mayan  
Col. (Res.) Shlomi Mayan has 25 years of experience in military intelligence. During his military career Col. (Res.) Mayan served in the intelligence research division, as the Head of the Chief of Staff's Office and the IDF Intelligence Attaché to Washington, DC. His last military position was as the head of the IDF Foreign Relations Branch. After retiring from military service, Col. (Res.) worked in the Ministry of Defense for three years.  
Interview date: January 11, 2009
- Mr. Arie Mor  
Deputy Security Manager of the Ministry of Education  
Mr. Mor is a former security manager of several El Al Airlines stations throughout Europe and the United States. His current responsibilities include the safety and security of schoolchildren while in school and on field trips both

within Israel and abroad, Israeli youth groups and school facilities throughout Israel.

Interview date: January 11, 2009

- M.P. Israel Hansson

M.P. Hansson served for over 35 years in the Israel Security Agency (ISA). While in the ISA, he served as the lead negotiator with the Palestinian delegation. He retired from the ISA as the agency's Deputy Head. After his retirement, he became a Member of Parliament in which he served on the Security and Foreign Affairs Committee.

Interview date: January 11, 2009

- Brigadier General (Res.) Elkana Harnof

Deputy Head of the Counter Terrorism Bureau in the Israel National Security Council

During his military career BG (Res.) Harnof served as the Head Research Division in the IDF Intelligence Corps and the Armed Secretary of the Ministry of Defense.

Interview date: January 13, 2009

- Colonel (Res.) Eitan Azani

Deputy Director, International Institute for Counter Terrorism (ICT), IDC Herzliya, Israel

Eitan Azani is a Colonel (Res.) in the IDF with operational, research, and academic experience in counter-terrorism in the regional and international arenas. As part of his position at ICT, Dr. Azani maintains working relations and advises both private and government entities on counter-terrorism issues.

Interview date: January 13, 2009

- Dror Ben Yaacov

Mr. Yaacov served for 25 years in the Israel Security Agency (ISA) in various operational positions. He retired from the ISA with a rank equivalent to Colonel. He graduated with honors from the National Security College and holds a Master's Degree in Political Science.

Interview date: January 14, 2009

- Itzhak Yatchko Shadar

Sergeant-at-Arms of the Israeli Parliament

Mr. Shadar has 30 years of experience in the intelligence field. He retired from the intelligence community with a rank equivalent to Colonel. He received his masters from Haifa University and is also a licensed mediator.

Interview date: January 14, 2009

- Dr. Dan Schueftan

Director, National Security Studies Center, Haifa University

Dr. Schueftan is the senior Israeli academic and deputy director of the National Security Studies Center at the University of Haifa, with a Ph.D. in political science, specializing in the history of the Middle East, the political history of Israel, and the Israeli-Palestinian conflict.

Interview date: January 15, 2009

- Shlomo Raz

Media Advisor/Spokesman for the Israeli State Controller

Mr. Raz has over 30 years of experience in journalism. He has held many positions in Israel as well as in the United States.

Interview date: January 15, 2009

- Brigadier General (Res.) Ruth Yaron

Brigadier General (Res.) Yaron received her B.A. in Political Science and International Relations from Hebrew University in Jerusalem. She is also a graduate of the National Defense College and holds a Master's Degree in Political Science and National Security from Haifa University. Among her many positions, BG (Res.) was a media attaché in Washington DC. Brigadier General (Res.) Yaron became the first female Spokesman in the IDF in 2002. She is currently working toward the creation of a National Public Affairs Committee in Israel.

Interview date: January 15, 2009

- Mr. Oded Raz

Mr. Raz has over 30 years of operational experience in the intelligence field. He is the former Deputy Head of the Protection and Security Division and a senior ranking security official of the Israel Security Agency (ISA). He currently holds a position equivalent to Brigadier General.

Interview date: January 15, 2009

- Dr. Boaz Ganor

Dr. Boaz Ganor is the deputy dean of the Lauder School of Government and Diplomacy at the Interdisciplinary Center Herzliya. He is also the founder and the Executive Director of the International Policy Institute for Counter-Terrorism. He is a member of Israel's National Committee for Homeland Security Technologies, the International Advisory Board of Institute of Defense and Strategic Studies (IDSS) in Singapore, and of the International Advisory team of the Manhattan Institute (CTCT) to the New-York Police Department (NYPD). (IDC website)

Interview date: January 2, 2009

- Martin Wolff

Volunteer Police Officer, Israeli National Police

Interview date: January 19, 2009

- Mr. Rafi Ron

President of the New Age Security Solutions (NASS)

Formerly served as Director of Security at Tel-Aviv Ben-Gurion International Airport. In this position he was responsible for all aspects of the security operation, including planning, implementation, and management. Mr. Ron's previous security experience stems from over 30 years (1965-1995) of work in security, intelligence, and counterterrorism for the government of Israel (retired at the equivalent rank to colonel). Mr. Ron has testified before Senate and House Committees and provides regular advice on Aviation security to Senators, congressmen and their staff in Washington, DC. Since 2001, he has led numerous transportation security projects in the U.S. and abroad.

Interview date: January 8, 2009



# Homeland Security Institute

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